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WASHINGTON, D. C.

SCHOOL LIFE

The Graduate School
in American Democracy

IN THE
UNITED STATES
OF AMERICA

LA EDUCACIÓN
EN LOS
ESTADOS UNIDOS
DE AMÉRICA

A EDUCAÇÃO
NOS
ESTADOS UNIDOS
DA AMÉRICA

STATISTICAL

COOPERATIVE
PART-TIME RETAIL
TRAINING PROGRAMS

EDUCATIONAL REHABILITATION
OF THE
PHYSICALLY HANDICAPPED

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CANAL ZONE

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MINIMUM ESSENTIALS IN
THE NATIONAL INSTITUTE
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The U. S. Office of Education,
Federal Security Agency,
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SCHOOL LIFE is published monthly (except in August and September) during the school year, by the U. S. Office of Education, Federal Security Agency.

Its purpose is to present current information concerning progress and trends in education; report upon research and other activities conducted by the U. S. Office of Education; announce new publications of the Office, as well as important publications of other Government agencies; and to give kindred services.

The Congress of the United States, in 1867, established the Office of Education to "collect such statistics and facts as shall show the condition and progress of education in the several States and Territories"; to "diffuse such information as shall aid in the establishment and maintenance of efficient school systems"; and "otherwise promote the cause of education throughout the country." SCHOOL LIFE serves toward carrying out these purposes. Its printing has been approved by the Director of the Budget.

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Editorial

Mobilizing the Nation for Enlightenment

IS IT PRACTICABLE TO SUGGEST that all educational forces, including the various newer instruments for engendering public understanding, might join in some plan to focus widespread attention upon particular public problems for a period long enough to make a considerable proportion of the American people acquainted with the important facts bearing on our major national questions, and with the various programs of action suggested for their solution?

Such problems for example might be, What policy shall America follow in foreign affairs? or, What road promises to lead us out of the dilemma of farm surpluses and undernourished people? or, How can we give youth a balanced life of schooling, work, and recreation? or, What can we do about the rising national debt?

Take the problem of unemployment as another example. It is a basic one which has been mulled over for 10 years in thousands of speeches, books, magazine articles, and conferences without ever being made the subject of a frontal attack by all the forces of enlightenment at one time. I'd like to see us as a nation dig deeply into this vital matter, surround the issue, really grapple with it.

I realize that this problem of unemployment might disappear from sight like a stream running into an underground cavern if the unusual demands of a warring world are sufficient to start all the wheels. But surely we must realize that this would be a temporary answer to the problem and one which will dislocate our economic life even more seriously. Some day we must decide upon a real solution to this problem or we shall lose the chance to do it democratically. This applies to some other crucial issues. Fruitless delay in a swiftly moving world is obviously dangerous. If a democratic society cannot use its machinery to answer such issues relatively well, the people who are the victims of the situation will in desperation follow a demagogue who promises to do it dictatorially. This kind of concerted effort to understand our vital national issues is now imperatively called for.

Let a board of experts, acting under the direction of a committee on communication and public affairs, mobilize the facilities of the radio industry, the motion-picture industry, the publishing industry, assisted by all the various formal and informal agencies of adult education, to devote during 1 or 2 months' continuous and intensive treatment of this unemployment question. Break the question down into an examination of the causes of our present situation, foreign and domestic, technological and scientific, social

and economic. Discuss and appraise the impact of unemployment on different age groups. Canvass the possibilities for dealing with unemployment at different age levels.

Let libraries marshal the literature of employment and unemployment. Let experts in exposition and simplification write condensations of the factual data in readable form. Let radio stations provide a generous amount of free time on the air for representatives of various points of view to present a thorough exposition of proposed programs for dealing with this problem. Openly canvass and examine all the issues related to the problem. No one solution should be espoused. All points of view and all interpretations of the facts must be presented to the people. Not that we would seek to supplant the partisan political platforms; divert attention from the promises of political candidates, or even from the fulminations of the demagogue. Only let us during one period, mobilize all the modern agencies of communication to focus attention upon a major national problem; during one period seek cooperatively an educational result; namely, a widespread understanding of the issues and proposed programs of action for dealing with a major national problem.

All those who feel a concern for democratic America must work vigorously in practical ways not only to keep the channels of communication free but to help to get them organized and directed to the end that the public mind may be made up without too great delay and upon the basis of a more widespread understanding of issues and events than now prevails. The lag between scientific knowledge, physical change, and social adjustment must be caught up by turning the radio, the motion pictures, the press, and all the newer scientific means of communication to educational purposes in much more significant and thoroughgoing ways than we have heretofore generally managed to do. In the battle of propagandas at least one flag should be raised which will rally those whose emblem is not "indoctrination" or "advocacy" but "education," i. e., the development of that critical intelligence and that sympathetic understanding of the shared aspirations and experiences of us all which free and widespread communication makes possible, and which a democratic way of life makes imperative.

John W. Studenaker
U. S. Commissioner of Education.

Exchange Among American Republics

by Lloyd E. Blauch, Consultant in Inter-American Educational Relations

★★★ In recent years there has been inaugurated a program for the exchange of professors and graduate students or teachers among the American republics. The purpose of this program on the part of the United States is to make available to the peoples of the other American republics a more accurate knowledge of the progress of science, the humanities, and technology in the United States; and, in receiving the visiting professors, graduate students, and teachers from those nations, to attain a similar diffusion in this country of knowledge of the intellectual attainments of their peoples. The program is directed toward the development of a truer and more realistic understanding between the people of the United States and our neighbors to the south.

The Convention for the Promotion of Inter-American Cultural Relations

In 1936 there was held at Buenos Aires, Argentina, the Inter-American Conference for the Maintenance of Peace. It was an extraordinary conference summoned, at the suggestion of President Roosevelt, "to determine how the maintenance of peace among the American republics may best be safeguarded."

When the United States suggested items for consideration by the conference it included the "Facilitation by Government Action of the Exchange of Teachers and Students Between the American Republics." This suggestion was made on the assumption that the maintenance of peace requires not only the existence of machinery to settle international disputes, but also the will to make use of that machinery, the belief being that the promotion of cultural relationships is one of the most practical means of developing in the American republics a public opinion that will strongly support the maintenance of peace throughout the Western Hemisphere. Consequently, among the six major topics considered by the conference was "intellectual cooperation."

The committee which dealt with intellectual cooperation reported a number of resolutions and recommendations and five conventions, among which was the Convention for the Promotion of Inter-American Cultural Relations. This instrument provides for the exchange of graduate students or teachers and of professors among the American republics which ratify it. To date, 13 of the 21 republics

have ratified the convention: Brazil, Chile, Costa Rica, the Dominican Republic, Guatemala, Haiti, Honduras, Nicaragua, Panama, Paraguay, Peru, the United States, and Venezuela.

Exchange Fellowships

The convention provides that every year each ratifying government shall award a fellowship to each of two graduate students or teachers of each other ratifying country. Two governments participate in the selection of these fellows: (1) The "nominating government," which nominates from its people a panel of five graduate students or teachers; and (2) the "receiving government," which selects from the panel two persons and awards fellowships to them.

In the case of the United States, the Government prepares, from the applications received for the fellowships, a panel of five names for each of the countries with which it has entered into the exchange relationship. These panels are submitted to the governments of the respective countries, which then make their selections. Panels prepared by the United States for countries of South America are submitted to them on November 30, and those prepared for all other Latin American countries are submitted on March 31, unless another date is selected by agreement with the appropriate government.

The convention provides that the nominating government shall pay the round-trip travel costs to the institution of learning chosen in the receiving country and other incidental expenses of the graduate students or teachers selected for the fellowships. The receiving government shall pay tuition, subsidiary expenses, and board and lodging at an institution of higher learning to be designated by it through such agency as may seem appropriate, in cooperation with the recipient as far as may be practicable.

A fellowship is awarded for a 1-year period. However, under unusual and exceptional circumstances it may be renewed for an additional year, but the same student will not be nominated for more than 2 successive years.

The field of intellectual activity in which the student may engage is not limited by the convention. The fellowships are available for graduate students or teachers in the humanities, natural sciences, social sciences, law, medicine, pharmacy, journalism, technology

and engineering, art, music, and any other legitimate field of study. An applicant for a fellowship is required to indicate a particular project for research or study in the country for which he is applying for a fellowship, and to submit the names of references who can testify to the value of the undertaking and his ability to carry it out.

Specific requisites adopted by the United States Government as qualifications for applicants include: (1) Citizenship of the United States or one of its possessions; (2) good health; (3) good moral character and intellectual ability; and (4) ability to do independent study. The upper age limit for applicants is 35 years. An applicant must have practical reading, writing, and speaking knowledge of the language of the country in which he wishes to study, but in the case of Brazil a knowledge of Spanish or French may be considered in lieu of Portuguese. The applicant must have completed a curriculum which normally requires 5 years beyond the secondary school, although in exceptional cases a selection may be made from those who have completed a 4-year course. In the nominations for the exchange fellowships there is no limitation as to race, sex, or creed.

The panel of five names of persons nominated for fellowships is submitted to the receiving government with such information concerning them as the government awarding the fellowship deems necessary.

Fellowships Awarded

During the year 1939-40 panels of nominations for fellowships were submitted by the Government of the United States to 11 other American republics. The first of those republics to award fellowships was Chile, which selected Dorothy May Field of Phillips, Maine, and Esther Bernice Mathews of Denver, Colo. Both of these students are now attending the University of Chile.

Miss Field is a graduate of the University of Nancy, France, and of Wellesley College. She was formerly secretary to the president of the Foreign Policy Association and is now preparing herself to do the type of research and educational work carried on by the staff of that organization. She is working toward the degree of doctor of philosophy at the University of Chicago, her special field for study being the history of the other American republics. For her study project in Chile, Miss



Dorothy May Field.

Field is making a survey of political parties and a study of social and economic conditions in Chile since 1880.

Miss Mathews is a graduate of the University of Colorado and she has engaged in graduate study at the Fletcher School of Law and Diplomacy. She is an assistant to the curator of the Hispanic Foundation of the Library of Congress. In Chile she is studying the role of women in the public life of Chile during the last quarter of a century.

Panels of nominations for fellowships have been submitted to the Government of the United States by the Governments of Chile, the Dominican Republic, Haiti, and Paraguay.

Exchange Professorships

The Convention for the Promotion of Inter-American Cultural Relations provides that each ratifying government shall communicate to each of the other ratifying governments on January 1 of every alternate year a complete list of professors available for exchange service from the outstanding universities, scientific institutions, and technical schools of the country. From the list, each of the other countries is to arrange to select a visiting professor who shall either give lectures in various centers, or conduct regular courses of instruction, or pursue special research in some designated institution and who shall in other appropriate ways promote better understanding between the two cooperating countries. It is understood, however, that preference shall be given to teaching rather than to research work.

The sending government provides the expenses of travel to and from the country to which the exchange professor is sent, as well as maintenance and local travel expenses during the period of residence in the foreign country. The stipends of the professors are also paid by the sending country. The Government of the United States has made provision to pay for each professor sent to another American Republic as follows: (1) First-class travel accommodations to and from the foreign country; (2) a small amount for travel within the foreign country, depending on the size of the country; (3) living costs on a per diem basis; and (4) a small amount for salary, for each professor who does not receive full salary from his institution while he is away. Under regulations adopted by the Government of the United States the term of an exchange professor sent by this country shall not exceed 2 years, unless he is included on the next list after his first selection. By agreement between the two interested governments, the term of an exchange professor may be limited to less than 2 years and another selection may be made from the current list. Vacancies are likewise filled from the current list.

Specific Requisites

The Government of the United States has set up the following specific requisites as qualifications for persons who will be considered for nominations for exchange professorships: (1) Be a citizen of the United States or of one of its possessions; (2) have good health; (3) occupy a position of professorial rank in a college, university, or technical institution; (4) have done scholarly work in the field of his specialization; and (5) possess a thorough knowledge of the language of the country to which sent. In the case of Brazil, in the absence of a knowledge of Portuguese, French or Spanish may be considered as a substitute.

The Government of the United States has presented to the governments of 11 other American Republics the names of 35 professors available for exchange service. From this list each of these republics is expected to select a visiting professor.

It is expected that each of the countries to which the panel of United States professors was submitted will in turn communicate to this country a list of professors available for exchange service here. From these lists one professor will be selected from each country to visit the United States, where he will engage in lecturing, teaching, or research activities.

Administration of the Program

The administration of the exchange of professors and graduate students or teachers under the Convention for the Promotion of Inter-American Cultural Relations is a responsibility of the Department of State through its Division of Cultural Relations. However, in line with the Department's policy of

cooperating with other Government agencies and offices that are engaged in work closely related to certain responsibilities of the Department, it has entered into an agreement with the United States Office of Education, through the Federal Security Agency, whereby the Office performs some of the functions in the administration of the exchange program. The Department of State has also appointed a Committee on Exchange Fellowships and Professorships which recommends to the Department the persons to be included on panels of professors and graduate students or teachers submitted to the other American republics.

The Office of Education does the preliminary work in the selection of nominees for exchange professorships and fellowships. It circularizes the colleges and universities of the United States with notices of the exchange program, receives applications for exchange professorships and fellowships and prepares an abstract of the information received on each applicant. This information is submitted to the Committee on Exchange Fellowships and Professorships, which studies it carefully as a basis for making recommendations.

The Department of State submits the panels to the various countries, arranges for the transportation of the persons chosen as exchange professors and fellows, and attends to other matters in connection with the program.

The panels of nominations for professorships and fellowships submitted by the other American Republics are received by the Department of State. In making the selections from these panels the Department is assisted by the Committee on Exchange Fellowships and Professorships. The persons selected are placed in the colleges and universities of the United States by the Office of Education in cooperation with the Department of State.

Appropriations

Congress makes annual appropriations for the exchange professorships and fellowships. For the year ending June 30, 1940, the appropriation was \$75,000.

Esther Bernice Mathews.



Education in Finland

by Siljo Solanko

★★★ Finland received its principal educational impulses from the West. Among the first of these was the Roman Catholic Church which spread its influence from the center of enlightenment in the Southwest far toward the North and East. After the Reformation almost all Finns belonged to the Lutheran Church. The history of culture in Finland shows clearly the marks of these ecclesiastical influences, and long after Catholicism lost its predominant position in the country, the intellectual orientation of the people continued under the guidance of religion and of the church.

The first steps toward teaching the people to read and improving the teaching given them by the clergy, were taken as early as the sixteenth century. Michael Agricola, born about 1510 at Pernaja, Finland, pupil of Luther and Melanethon at Wittenberg and Bishop of Åbo, was the first great teacher of the Finnish people after the Reformation. Literature (religious) was now published in Finland, and among the writings of Agricola were an A-B-C book and a prayer book in Finnish and a Finnish translation of the New Testament. By a church law of 1686 persons who were unable to read were not, as a rule, to be admitted to communion or united in marriage.

Founding of Elementary School

The idea that popular education should extend to other than religious subjects was mooted in the later half of the eighteenth century but it was not until about a century later that Uno Cygnaeus (1810-88) began his great work, the founding of the Finnish elementary school. After visiting schools in various countries of Europe, including Sweden, Denmark, Germany, and Switzerland, he submitted a plan which became the basis of the elementary school law of 1866.

According to the suggestion of Cygnaeus the schools were separated from the church and placed under the administration of a special board of education. As before, the earliest education was to be given in the home and in the village and Sunday schools. To instill the additional knowledge necessary for true civic culture elementary schools managed by boards elected by the communes were to be founded.

Uno Cygnaeus wished to found the elementary school on an historical basis. He hoped that in rural districts parents and the ambulatory church schools would continue to give children their first lessons, but with increasing clearness public opinion favored a communal infant school under the direction



A classroom in an elementary school in Finland.

of local school boards. The number of schools increased rapidly. By the end of the nineteenth century only seven rural communes were without elementary schools while most communes had several.

Compulsory Education

On December 6, 1917, Finland became an independent country. It was not until after that, in 1921, that compulsory education was introduced, and that 100 percent education of the people began. Compulsory education begins at the age of 7 and lasts 6 years. The complete elementary school course includes 2 years in the preparatory or lower school and 4 years in the upper school. The school year comprises 36 weeks.

In 1917-18 the town elementary schools had 1,409 teachers and 41,209 pupils. The corresponding numbers for 1939 were 1,950 and 59,778, respectively. The rural communes in 1917-18 had 3,474 elementary schools with 4,739 teachers, and 162,076 pupils. In 1939 they had 5,707 upper elementary schools with 7,528 teachers and about 231,500 pupils. In 1936-37 lower elementary schools in rural communes had 3,872 teachers and 120,892 pupils.

Besides elementary schools, there are 6 schools for deaf and dumb children, 2 for the blind, and 106 folk high schools and workmen's institutes.

Great efforts have been made to secure improved instruction for prospective teachers. For training elementary school teachers there are seven training colleges.

Secondary Schools

The term secondary school is used to include all schools which give boys or girls, or both, a general education leading to the university or other higher educational institutions, or prepare them for direct entry into life. The special feature which has caused these schools to differ from most foreign models, and in practice made their classical and modern lines resemble each other more closely than in other countries, is the large number of languages which must be taught. All secondary schools after placing the scholar's own language, Finnish or Swedish, first, give second place to the other of the two national languages. Before Finland became an independent State with complete freedom (1917-18) it was difficult for political reasons to avoid giving the third place to Russian. After these required languages came the classical and other modern languages the pupils wished to learn. With the birth of the Republic, Russian was dropped and the secondary schools became Finnish and Swedish only.

Chief among the schools which at first were of the classical type are the two Normal Lyceums, one with Finnish and the other with

Swedish as the language of instruction. It is here that secondary school teachers get their first practice. There is no doubt that these two schools marked an epoch in the history of secondary education in Finland, with better teaching methods and more humane school customs.

Most of the schools leading to the university comprise two stages, a middle stage of 5 years providing pupils with a more advanced degree of education, graduation from which is a condition for admission to various trade schools; and a lycée stage of 3 years, which prepares for the university matriculation examination.

The middle school begins after the first 4 years of the elementary school, and has well justified itself from a social point of view. Scholars who have passed through its classes and who cannot afford or have not the talent to pursue their secondary education further may go on to various technical schools or pass direct to certain civil-service positions.

Secondary schools for girls date from the 1840's. They consisted at first of but few classes and the principal subject of instruction was needlework. Many were conducted in homes. A more complete school for girls was opened at the end of the sixties and another at the beginning of the eighties. Before the end of the nineteenth century coeducational schools and girls' schools were started by private enterprise both in Helsinki and in the provinces. Nearly all soon obtained State assistance. The official program of instruction for girls' schools was issued in 1918 at the same time as that for boys' schools. It was arranged for 6-year middle schools and complete 9-year lyceums.

First Coeducational School

Finland is probably the only country in Europe where the idea of coeducation in its

widest sense as applying right through school life up to the university first took root and quickly obtained great popularity. The most incontrovertible practical reason which led to the rapid acceptance of the principle of coeducation was that it made it possible for smaller places to have schools of their own. The first coeducational school in Finland was the Secondary School for Boys and Girls opened in 1881 at Helsinki. Finally the State (1918) formed complete secondary schools out of existing schools or higher classes for boys' and girls' schools, thus adding to its educational system a new category, the State coeducational lyceum. The number of coeducational schools is now about double that of separate schools for boys and girls.

In 1920 there were 154 secondary schools with 26,000 pupils as against 231 in 1939 with about 54,000 pupils. Of the 231, 187 were Finnish and 44 Swedish.

But schools did not change only in number. New buildings are modern in construction. Methods of teaching have improved. The use made of literature in teaching the Finnish language is now greater than before. Of the foreign languages English has been introduced as a voluntary alternative to German and French. In the matriculation examination, failure in one paper, other than the essay in the mother tongue, may be compensated by extra ability shown in the other papers. The increase in the number of candidates, as those who pass the matriculation examination are called, the growth in the number of women, and the complete victory of modern over classical studies are all clearly evident.

Finland's Universities

Finland has three universities, a State university at Helsinki and two private universities at Turku. The University of Hel-

sinki was founded at Turku, the old capital, in 1640, and moved to Helsinki, the new capital, in 1828. It has five faculties: theology, law, medicine, philosophy, and agriculture-forestry. The faculty of philosophy is divided into a history-philology section and a mathematics-natural science section. Attached to the university is a gymnastic institute for the education of teachers of gymnastics. Students also have opportunity to study art, including painting. Lectures at the university are offered in Finnish and Swedish.

The Academy of Turku, the older of the private universities, was opened in 1919, with Swedish as the language of instruction. It also has five faculties: humanities, political science, theology, techno-chemical sciences, and mathematics-natural science.

The University of Turku, the second private university, was opened in 1922, with Finnish as the language of instruction. It has a faculty of humanities and a faculty of mathematics-natural science.

The technical University of Finland at Helsinki was opened in 1879 through reorganization of a technical school founded about 20 years earlier. It is a State institution with departments of architecture; engineering for road and waterway construction work and agricultural technics; mechanical engineering with sections for machine construction, electrotechnics, and industry; chemistry with a section for mining; and surveying.

The institutions of higher education include also the Finnish Commercial College and the Swedish Institute with a college section at Helsinki, the Commercial College affiliated with the Academy of Turku, the School of Social Science at Helsinki, and the Agricultural Training College at Järvenpää for the training of agricultural teachers.

As a result of the Russian invasion many schools and cultural institutions were partly destroyed. Among them the Technical University at Helsinki with its costly equipment and valuable library was badly damaged. But we hope that a benign and merciful future will help us to rebuild and restore these losses soon.



Personnel Recruited

A 9-page mimeographed circular containing a list of civil-service examinations held from 1932 through 1939 from which the United States Department of the Interior has recruited its personnel is available free from the Division of Information, U. S. Department of the Interior, Washington, D. C. The entrance salaries range from \$1,020 for a fish culturist apprentice to \$6,500 for a psychiatrist in St. Elizabeths Hospital.

The University of Helsinki.



West Virginia's Plan

by Timon Covert, Specialist in School Finance

★★★ For the school year 1927-28 approximately 8 percent of the funds used by the public schools of West Virginia¹ came from State-wide sources; in 1937-38 the corresponding percentage was approximately 55. This extraordinary increase in State support for public schools was one result of a general revision of the State's plan for school administration and finance which began in 1932. Previous to that time revenues for the schools had been raised chiefly by general property taxes levied in the respective local school districts. Since then a considerable part of public-school expense has been carried by the State using other types of taxes.

Revising the Plan

Why was the revision made?—When the effects of the industrial depression reached the schools of the State, a problem of long standing became acute, demanding the attention of lawmakers. It was the problem resulting from extremes in the distribution of revenue producing ability among the school districts of a State in the absence of adequate provision for equalizing school costs. In this and other respects the problem was similar to those existing in a number of States.

The West Virginia public-school system consisted, previous to the revision, of 55 weak county systems and about 450 rather independent local school districts within the counties. Funds from State-wide sources were provided for the public schools by constitutional provision and by legislative action. However, as stated in the preceding paragraph, the major burden of school support was carried by local taxpayers. It was necessary in some districts to levy excessively high rates of taxes and even then sufficient revenue was not produced for minimum school facilities.

Regarding the financial problem facing the schools, State superintendent of free schools, William C. Cook, in addressing the constitutional commission in Charleston on April 18, 1930, stated: "I will say that we are firmly convinced, and have been for years, that there should be some radical changes in the present method of financing education. It is simply preposterous to expect a State whose wealth is as unevenly distributed as is the wealth of West Virginia to have a uniform system of education when we are raising 92 percent of the school revenues from property taxes assessed on local districts."

¹ The basic information for this article was supplied by R. E. Hyde and Mrs. Kathleen Kerwood, of the West Virginia State Department of Education.

Tax limitation amendment.—In order to improve the provisions for levying property taxes and give relief to those who had been paying excessively high rates, a constitutional amendment was enacted in November of 1932. That amendment divided property into four classes for taxing purposes and fixed a maximum rate for each class. As a result of this amendment with its limitation on tax rates, the income from property taxes in a number of localities was reduced to such an extent that it immediately became necessary for the State to provide additional funds for the schools from other sources of revenue and to effect economies in school administration.

County school district law of 1933.—As one remedial step, the legislature enacted a law in 1933 which abolished all existing school districts and in their place made of each county a school district; that is, all territory, rural and urban, of each of the 55 counties of the State under the new law constitutes a single school district. There is no independent taxing unit for school purposes separate from the county in any instance. This step was taken in the interest of economy and efficiency in school administration.

Provisions for Raising School Revenues

By constitutional provisions.—Certain incomes from State-wide sources, by constitutional provisions, are paid into a fund for annual distribution to the public schools now as they were before the adoption of the revised plan. These include the proceeds of an annual poll tax of \$1 upon certain inhabitants of the State, the income from a permanent school fund of \$1,000,000, the proceeds of certain State fines, and the receipts from forfeited and delinquent lands.

By legislative provisions.—The constitution authorizes the legislature to levy State taxes, in addition to those provided directly by it, and otherwise provide for public-school support. Accordingly, legislation has been enacted which allocates to the public schools the revenues from the following sources: Interest on State moneys on deposit, State taxes on marriage and certain other licenses, taxes on chain stores, and income from other sources paid to the State for public-school purposes and not otherwise appropriated. In addition to the foregoing sources, a consumers' sales and service tax is levied for the benefit of the public schools, but the proceeds are placed in the State's general fund from which the legislature makes appropriations for public education. The income from the latter source for the school year 1937-38 was \$8,484,640.97,

while the total appropriation for that year was \$13,327,600.

The law authorizes counties to levy school taxes. The maximum rate which may be levied is fixed by law for each of the four classes of property, as established by the constitutional amendment of 1932. Within these limitations the specified tax rates for each county are determined annually by the county board of education, but such rates to be effective must have been approved by the tax commissioner. Higher maximum rates than those stated in the law may be levied for not to exceed 3 years when so authorized by 60 percent of the voters at an election called for the purpose.

The following amounts indicate the relative significance of the different sources of the revenues for public education in the State for 1937-38:

From the Federal Government for vocational and rehabilitation education.....	\$257,127.00
From the State government:	
1. Balance on hand July 1, 1937.....	168,963.00
2. Earmarked or allocated taxes:	
Poll tax.....	\$247,603.90
Fines.....	114,839.25
Permanent school fund.....	49,196.16
Licenses.....	329,733.45
Chain store taxes.....	120,711.00
Delinquent lands.....	72,742.67
All other.....	51,232.67
	986,059.10
3. Legislative appropriations.....	13,327,600.00
From the county school districts:	
1. Net balance on hand, July 1, 1937.....	114,411.00
2. Proceeds of taxes.....	9,612,995.00
3. Tax sales, redemptions, etc.....	863,036.00
4. Miscellaneous (includes tuition, insurance, etc.).....	569,121.00
	11,159,563.00

Apportionment of State School Funds

Funds provided by the State of West Virginia for her public schools for any given year constitute a single fund designated, the General School Fund. This fund in 1937-38 was used for two general purposes: First, for the expenses of State school administration and supervision including payment for county supervision and, second, for apportionment to the public schools.

The appropriation act of 1937 specified definite amount for each of the following purposes for the year ended June 30, 1938:

A. State school administration and supervision:	
1. For the State board of education:	
(a) Salaries and expenses of the board.....	\$23,565
(b) Vocational education administration.....	50,825
(c) Rehabilitation education administration.....	26,735
2. For the State department of education.....	105,000
3. For part payment of the salaries of the 55 county school superintendents.....	65,000

(Concluded on page 297)

Residential Training School

Blossom Hill

by M. LaVinia Warner, Superintendent

★★★ Located in the country, on an 83-acre plot in the hills of Brecksville, Ohio, 14 miles south of the city of Cleveland, is Blossom Hill School.

Organized in 1914 as a "Home for Girls," it is now a residential training school for socially maladjusted girls of adolescent age who because of their serious behavior difficulties are committed to its care by the juvenile court. It is owned and financed by the city of Cleveland and is under the general administration of the department of public health and welfare. An administration and school building and four attractive cottages constitute its living quarters.

The school has a daily capacity of 80 girls in residence, and it has in addition more than 200 nonresident girls out in the community under the direct supervision of its social service department. The nonresident girls are those who have been at the school, and after taking the training it offers have been placed on jobs, or are again attending the regular day school or some special vocational center.

All-Professional Staff

Blossom Hill School provides an all-professional staff, certified as teachers by the State of Ohio. Each of its four cottage groups is under the guidance of a "social teacher" who directs the social activities of the girls. She lives, eats, and makes merry with them. She guides them in developing proper social attitudes, good judgment, and in life adjustment. Each cottage also provides a teacher trained in home economics, who directs the girls in the preparation and serving of their meals. Girls are assigned to the cottage kitchens for their cooking classes and to the dining rooms for class instruction in serving and in tearoom work. The white painted kitchens, decorated in bright colors, are equipped with modern electric ranges, refrigerators, and other supplies which make class work delightful, educative, and practical; while the white uniforms of the students of the cooking classes and the bright colors that mark the dresses of the girls in the serving classes add much to the dignity and attractiveness of cottage life and training.

A contract with the Cleveland Board of Education places Blossom Hill School under the supervision of the city superintendent's office through the department of special education. The public-school supervisors visit the school in the same capacity in which they serve any other school of the city. The city board of education furnishes books



One of the flower gardens where there is no routine to spoil the freedom of mind and enjoyment which the out-of-doors provides.

and classroom supplies including paper, pencils, mental and educational test blanks, art and handicraft materials, and garden plants. Four teachers are assigned by the board of education to Blossom Hill School, the others being supplied by the department of public health and welfare. All, however, live at the school and are on the same professional status with comparable teaching assignments.

This plan of cooperation places Blossom Hill unmistakably on the basis of a "school." Students are given credit by the board of education for all of the instruction received. The average age of a girl when admitted is 15 years and 5 months. The Ohio law requires that all children be in school until they reach the age of 18, unless they have completed the eighth grade and have secured outside employment or are definitely employed at home; in such cases they may be given work or home permits. It is logical, therefore, that wherever the girl may be studying—in the public day school or in the public residential school for the socially maladjusted—the work she does should be recognized by all concerned as a part of her school program, with interchange of records and of credits as she goes from one to the other. Moreover, the girls who have been committed to Blossom Hill by the juvenile court have the satisfaction of being in a "school" rather than on a "farm" or in a "home." This means a great deal to adolescents who have reached the age when

they are sensitive on this point. Their responsiveness alone pays for expense incurred to make the plan work effectively. When they enter other schools or are placed on jobs, they have learned to be proud of their close association with a professional staff, members of which have taught them not only the facts of reading, writing, and arithmetic, but also the things they need to know for happy life adjustment and for participation in a working world.

Busy Learning

Because many of the girls come from broken homes and are dependent as well as delinquent, they must be prepared to be economically independent as soon as possible. The vocational program is therefore so organized that every activity of the school is made a part of the training for which the girls receive school credit. From the time the social teacher wakens the girls in the morning until she wishes them all a goodnight, they are busy learning. For example, their household cottage assignments in the early morning—making beds, polishing floors, arranging furniture—serve as laboratory work for the household science class, which meets at 3 o'clock in the afternoon. How to avoid social clashes with their fellow students, how to work and live helpfully with others, and how to follow instructions, are items of equal importance with their daily cottage and school assignments, and these are ever present problems.

Most of all, the girls are learning poise, self-confidence, and self-respect. The entire day is an organized program for learning creditable social behavior and for developing practical job efficiency.

The school is thus a social and vocational clinic devoted to the discovery of a girl's developmental possibilities and vocational interests. When she is ready for such work, she is given opportunity to go out on what is termed a "work-experience job,"—caring for children, serving at dinner, and similar activities. These opportunities add to her financial account as well as to her happiness. If Blossom Hill School cannot provide her with as much training as she should have in a particular field, plans are made for her to enter another public school or a private vocational training center in the city, where she can continue study in her chosen work.

Fields of Instruction

The average school grade of the girls when admitted to Blossom Hill School is 9 B, and hence the general school program can be placed on a high-school basis. Besides cooking and serving there are classes in sewing and costume designing, laundry and care of clothing, personal regimen, personal hygiene, English, elementary arithmetic for the lower grades and budget making for the higher grades, social and general science, household science, cosmetology, practical arts (including metal work, woodcraft, needlework, painting, and the like), and fine arts. There is also some commercial training in which girls not only learn typing, but also the operation of the school's switchboard and work as general office assistants. There is an abundance of music. The choir sings for the Sunday services and accepts many singing engagements for other churches. The glee club is in demand for appearances before various groups in greater Cleveland and for radio programs. Religious instruction has its place through the services held each Sunday.

A registered nurse heads the health department. She teaches classes in child care, first aid, and home nursing. There are groups in horticulture, floriculture, and gardening, with which the 4-H Club is associated. There is no routine here to spoil the freedom of mind and enjoyment which the out-of-doors provides. Every class is accredited in the other Cleveland schools.

Social Experiences

All groups are organized on an individual basis. For example, a girl in the tenth grade and one in the sixth may be assigned to the same class; each goes her own pace and is instructed and assisted as required.

There is much play and recreation, with dancing, hiking, swimming, coasting, driving through the park, picnic days, and whatever meets the approval of the recreational director or the social teachers. Special holiday features have their part in the program. During

winter months the emphasis is on table and parlor games, through which the girls learn to entertain others as well as themselves in their leisure time, with consequent less likelihood of facing the necessity of seeking entertainment on the streets when they return to their parents' homes or establish homes of their own. A well-conducted library receives books from the Cuyahoga County Library as well as through gifts from friends and clubs. The girls read an average of four books per month.

The school provides its own 16-millimeter sound projector, which gives both entertainment and instruction through films secured from the State department of education and from various private concerns. Regular movie features are shown occasionally through the operator's union. Trips to the movies, the Cleveland Symphony Orchestra, art museum, playhouse, entertainments provided by department stores and the like, all have their part in the general plan for the social guidance of the girls.

Various women's clubs in greater Cleveland contribute much to the social experiences of the students. Quite often the girls are entertained at a club's headquarters and seldom a month goes by without a visit at the school from a group of women who listen to the songs of the glee club, have tea with the girls, and stroll through the campus and cottages, with the girls acting as hostesses. Individual friendships are made at these times which continue through correspondence as well as visits. These contacts compliment a girl and do much to raise her social standard, self-respect, and confidence in her future.

The entire program centers around the social development of the individual. Each girl wears her own clothing, or if she has little or none, is given some for her own, and is made responsible for its care. Straggly and unruly

hair is given a permanent wave. This little item alone does more for some girls than a dozen trips to the clinical psychologist or the psychiatrist. Dental work, refractions, glasses fitted if necessary, any required medication, contacts with the psychiatrist, clinical psychologist, and many individual conferences with the social teachers are all given due emphasis.

Case Data

Psychometric examinations are made either in the public schools or in the clinic at the juvenile court before a girl is considered for admittance to Blossom Hill School. A social history has been gathered by the social worker in the agency under whose care the girl has been, which is supplemented by a report from the court worker. Many of the girls have been examined by a psychiatrist at the juvenile court before they are admitted, and in many cases such contacts continue throughout the stay at the school. Thus Blossom Hill has the benefit of information concerning previous social life and difficulties of the girl, as well as her family situation.

These data and social histories are kept in individual folders, and additions are made from the weekly summaries of the teachers, reports of psychological and psychiatric interviews, and all contacts which the school's social worker has with the family, interested persons, and with the girl herself.

A daily personal record is kept of each student, showing her success and progress. This is discussed frequently with her and she is aided and encouraged as the case might demand. Social progress is closely related to the girl's training, and every effort is made to place it on a sound psychological and vocational basis. All information is filed in chronological order for reference in the personal record of social development.

Informal guidance in the living room—games, reading, music, conversation, and fancy work. This is the social teacher's classroom.





Learning to cook in the cottage kitchen.

School and Cottage Government

The entire faculty of the school holds a conference on each Monday morning, at which are discussed administrative policies, girls' cases, and points of professional interest. On the same evening the social teacher in each cottage leads a conference with the girls, presenting items which have been brought up in the faculty meeting that morning, as well as other policies pertaining to government in the cottage and to the school as a whole. The student president, selected monthly by the girls, calls to order the cottage meetings, and minutes are written by the student secretary, who is selected in the same way.

A student cottage hostess assists in guiding cottage life, along with three student assistants—a first, a second, and a third, chosen monthly by the social teacher—and a student librarian. In this way every girl has the opportunity of being a student officer one or more times during her stay at the school. Each week sees an honor list posted, showing the names of the girls who have made good records for the week. No physical punishment, restraint, or loss of privilege is used as a disciplinary measure. Cases of misbehavior are handled as psychological problems through individual conferences and treatment.

The Goal

The girl remains at the school from 9 months to 2 or more years depending upon her needs. She is committed by the juvenile court until she is 21 and remains under supervision until then and sometimes long after, because of the friendly contacts which have been established with the members of the staff. We believe that one of the most important factors conducive to such a relationship in any school is the high level of qualifications among the teachers. Whether

employed for academic, social, or vocational activities, the teacher must have good intelligence, poise, good judgment, pleasing personality, and emotional stability. She should know the psychology of normal adolescence and of maladjusted personalities. Regardless of the subject which she is to teach, in which it is assumed that her preparation is of high type, her chief aim is to guide the girls' thinking and acting into socially accepted channels, and to help her to find a respected place for herself in the social and vocational life of the community.



West Virginia's Plan

(Concluded from page 294)

B. Apportionment to the public schools:	
1. General aid.....	\$12,100,000
2. Equalization aid.....	¹ 1,892,767
3. Special aid (vocational education).....	41,437
Total.....	14,305,929

Funds for State administration and supervision.—The work of the State board of education is closely integrated with that of the State superintendent of free schools, since the superintendent is the executive officer of the board. County school superintendents, although selected by the respective county boards of education, are paid in part from the State's general school fund.

Funds for general aid to the public schools.—State funds are provided for the payment of the basic salaries of all public-school teachers for an 8-month term. (The appropriation for 1938 provided for approximately 8½ months.) For determining the number of teachers the law provides:

¹ Law provided that any remaining amount in the State's general school fund be used for this purpose.

"The total number of needed (elementary) teachers in any district (county) shall be determined by dividing the number of pupils in average daily attendance during the preceding year by 18, in districts with an average daily attendance of 1 to 5 per square mile; by 22, in districts having an average daily attendance of 6 to 9 per square mile; by 25 in districts having an average attendance of 10 to 19 per square mile; by 30, in districts having an average daily attendance of 20 to 29 per square mile; and by 35, in districts with an average daily attendance of 40 or more per square mile."

The law provides salary schedules for determining the amount of State funds necessary to meet the basic salary costs as follows: In elementary schools the monthly pay is \$90, \$85, \$75, \$70, or \$55 and in secondary schools it is \$110, \$90, or \$80 depending upon qualification.

Funds for equalization aid.—In order to equalize school costs among the county school districts the law provides a second fund. It is for apportionment to any district in which there are insufficient funds from all local sources, including the proceeds of the maximum tax levy, combined with the general State aid to maintain school for the minimum term. In order to determine what amount is necessary to maintain school, the State superintendent is authorized to establish a foundation program and its cost. The superintendent does this as follows: Having determined the number of the supervisory staff, the maximum salary of superintendents, principals, and special teachers, the cost of the foundation program is determined by taking the cost of instruction as 75 percent of the total cost.

Funds for special aid.—A considerable part of the expense for vocational education is carried as a part of the regular school program. However, the amount of \$41,437 was reported as special aid for this type of education for the year.

The revision in the plan for school administration and finance which took place in West Virginia was brought about in record time and its effect upon public-school support has been significant. The undertaking illustrates in a striking way how the people of an American Commonwealth, when confronted with a serious difficulty in government, can apply remedial legislation to their problems in an orderly and expeditious way.



Forum Reprints

The SCHOOL LIFE Forum series, which was completed for this year in the June issue, will be off the press within a few weeks as a reprint and a copy will be available upon request to the U. S. Office of Education, Washington, D.C.



Henry A. Wallace.

★★★ The establishment of the Department of Agriculture dates back to President Lincoln who approved an act of Congress establishing the Department May 15, 1862. However, the Department did not become an executive branch of the Government until 1889 under President Cleveland. Its function as described in the act of 1862 "is to acquire and diffuse among the people of the United States useful information on subjects connected with agriculture in the most general and comprehensive sense of the word, and to procure, propagate and distribute among the people new and valuable seeds and plants."

The head of this Department is the Secretary of Agriculture who is assisted by the Under Secretary and Assistant Secretary and the directors of the several divisions. The Department is a research and service institution for the general welfare. A principal job is to help the farmer, primarily, in solving his problems of production, of marketing, of farm organization, of land tenure, and land utilization. It also serves the urban consumer.

All these services which have developed over a long period of time depend on coordinated research in the physical, the biological, and the social sciences. In general the Department may be said to function under five heads: (1) Research; (2) Planning; (3) Education; (4) Action; and (5) Regulation. These functions result in action on the material sources of supply and in various measures to improve the rewards of the farmer and to insure an adequate supply of agricultural products for home consumption and export.¹

Schools Under the Federal Government

Department of Agriculture

by Walton C. John, Specialist in Higher Education

Its personnel includes 67,478 full-time employees, 15,455 part-time employees, and 10,531 cooperative employees. Of these, 12,000 are located in Washington in the research laboratories and on experimental farms, and other local offices.

This Department has developed an extensive program for the purpose of increasing the efficiency of its personnel through a diversity of educational and training activities. In 1938 more than 250 organized or formal training projects as well as a much larger number of informal training projects were carried on with this purpose in view. These projects have been carried on with certain exceptions during the regular hours. The training programs included staff meetings and conferences for executives and supervisors, seminars and conferences for experienced scientists and technicians, training on the job for laborers, CCC enrollees and beginning employees.

istration, Assistant Administrator of Farm Security Administration, Special Adviser to the Secretary, and the Staff Assistant in Administrative Management of the Forest Service.

The director of the Graduate School is A. F. Woods, formerly director of scientific work in the Department of Agriculture and also former president of the University of Maryland. The director is assisted by six assistant directors designated to have charge of the following subject-matter groups:

- I. Mathematics and physical science.
- II. Social science.
- III. Biological science.
- IV. Economics.
- V. Personnel training.
- VI. Language and literature.

Finances

The school is a nonprofit institution supported mainly by tuition fees. It has never received Federal appropriations. Its financial management is entirely separate from and independent of the budget of the Department but it reports to the Secretary of Agriculture. The Government, however, provides space, lights, and other necessary facilities and makes available the libraries and laboratories used. Its classes and lecture series are carried on after Government closing hours.

Subjects Taught

More specifically the Graduate School provides graduate courses as well as a smaller number of supporting undergraduate courses, altogether about 200 in number, in the following general subjects; namely, accounting, botany, chemistry, economics, editing, English, English literature and drama, engineering, geography, history, languages, mathematical preparation for statistics, management, meteorology, soil conservation, philosophy, psychology, sociology, social and legal studies, speech, writing. The undergraduate courses include clerical and secretarial work, shorthand and stenotypy development, graphic presentation; miscellaneous subjects including basic photography, extension education, extension methods, glass blowing, mineralogy; descriptive and determinative, and quantitative micro-organic analysis. In addition to these subjects, general lectures are given from time to time by outstanding experts. Last year a series of five lectures were given on The Problems of Personality and another

The Graduate School

The Graduate School of the Department of Agriculture was organized in 1921, by Secretary Henry C. Wallace, the father of the present Secretary. The authority for the establishment of the school is derived from joint resolution April 12, 1892 (27 Stat. 395) and the act of Congress of March 3, 1901 (31 Stat. 1010-1039) providing that "facilities for study and research in Government departments shall be afforded to scientific investigators and to duly qualified individuals and students under such rules as the heads of the departments and bureaus may prescribe." See also the organic act establishing the Department of Agriculture (rev. stat. sec. 520).

Administration

The Graduate School is administered by a director under the general supervision of the Department's Director of Personnel, who is also chairman of the school's general administration board. The board at present includes, beside the Director of Personnel, the Director of Research, the chiefs of the Bureaus of Agricultural Economics, Agricultural Chemistry and Engineering, and Plant Industry, and the Governor of the Farm Credit Admin-

¹ Chew, A. P. The United States Department of Agriculture—Its Structure and Functions. U. S. Government Printing Office, 1940. Miscellaneous Publication No. 88 Rev. 1940.

series of eight lectures on The Reaction of the Plant Cell to Pathogens, Viruses, Nutritional Deficiencies, and Physical Stimuli.

Undergraduate Courses

Certain undergraduate courses are made available to those who need them in order to be eligible for the graduate courses. It is expected, however, that students will endeavor to complete their undergraduate programs at local or other colleges. Students must present 15 standard units of high-school work as prerequisite for undergraduate courses for which credit is desired. One semester credit is granted for 15 class-hours of work in addition to required preparation. Other courses that are of a special in-service character relating to training on the job are not given academic credit.

The Faculty

The faculty of the Graduate School includes 140 teachers and instructors. The majority are recognized specialists that are employed in the Department. Several teachers from local universities give part-time service to the graduate school.

Educational Facilities

Students have available the library of the Department of Agriculture which has approximately 400,000 volumes. The Social Science Reading Room belonging to one of the special divisions of the library is open every evening till 9 o'clock. In addition to the departmental library there are available to students the Library of Congress and many other libraries, museums, laboratories, and other educational centers.

The 50 classrooms, lecture rooms, and laboratories are located principally in the South Building of the Department. Additional quarters are found in several other Government buildings. The school is equipped with the necessary classroom equipment and apparatus.

Student Body

The enrollment of the Graduate School in 1938-39 was nearly 4,500. Of these over 2,000 were from the Department of Agriculture, 1,600 were from other Government departments or offices, and 168 were from other universities, colleges, and schools. Attendance on the part of employees of the Department is voluntary and is on their own time and at their own expense.

Scholastic Credits

The Graduate School does not grant degrees, but it grants graduate credit to students who are qualified, that is, the students first must hold a bachelors degree from an accredited college. This is necessary as a number of students apply the work done at the Graduate



U. S. Department of Agriculture Buildings.

School toward programs taken at other colleges or universities. "Students are expected to arrange their programs in advance with the institution in which they are registered or where they plan to register for a degree. Except in certain upper undergraduate courses approved as a part of the program, undergraduate courses may be required without credit. Each student must file an official transcript of his collegiate record. The record must show the satisfactory completion of an undergraduate major in the subject chosen for specialization in the Graduate School."

Recognition of Work

The certificates of credit for courses taken in certain fields have been accepted by leading institutions of the country.

The Weather Bureau Training Program

For many years the Weather Bureau has served the general public including interests of national importance such as shipping, agriculture, and power utilities. In view of recent advances in meteorology and the techniques relating to this science, which have been greatly stimulated by the rapid development of air transportation, a special training program was set up in the United States Weather

Bureau in 1939. The program is designed especially for employees of the Weather Bureau and is not open to the public.

There are three phases of this training program.

First Phase

The first phase of training is carried on in cooperation with several leading universities. Each year up to 10 employees are carefully selected for the purpose of taking advanced training in meteorology at the cooperating institutions, as authorized in the act of Congress of June 7, 1938, creating the Civil Aeronautics Authority. The Government pays all expenses of these students. Selection is made out of approximately 250 applicants already in the Weather Bureau. The course of study occupies 1 year.

Second Phase

The second phase of training is carried on through regional technical conferences. One is held in Washington and another in Chicago. These conferences which are 10 to 11 weeks in length are attended by groups of 20 employees of the Bureau that are brought in from field stations. The purpose of these conferences is to place all new techniques on weather forecasting and weather analysis before the groups and to train them in their use. At the same time the men can bring up special problems affecting their stations for discussion. The daily program of these conferences is intensive, 7 hours each day is given to the work, involv-



Students in a course on weather forecasting.

ing lectures, discussions, and plotting of weather reports according to the latest methods. The work of each day is summarized and reviewed by a member of the staff.

Third Phase

The third phase of the training is carried on through a correspondence course to be available to all subprofessional and professional employees of the Weather Bureau.

The head of the training program is C. G. Rossby, Assistant Chief for Research and Education of the Weather Bureau.

Fire Control Training of the Forest Service

Fire control training is one of the important activities of the Forest Service of the Department of Agriculture as it is through the body of men trained by the Service that huge losses in our timber wealth are checked or averted.

The head of the training work of the Forest Service is Peter Keplinger, who is responsible for the coordination of fire control training activities.

Men are assembled in camps for group training and they are sent to their work stations throughout the forest area which equals nearly one-tenth the total area of the United States. There are more than 200 such camps each year, about 150 of them in the Northwest. There is an average of 40 persons in

each camp. The employment of the men is on a temporary basis. The period of employment averages 4 months in length, and men are recruited from the regional areas. The

selection is based on an examination for general fitness for the work.

There is an average of eight instructors to each camp.

The method used is practical demonstrations following a well-organized program. An important element of the training is the development of a sense of responsibility; an alertness, in order to be prepared for any fire large or small and at any time day or night.

Theoretical training goes hand in hand with planned demonstrations. Later handbooks of instruction are given to the trainees.

Schools for Overhead Training

This training is for fire bosses, men who have charge of the fight against large fires. The methods used involve the study of fire-control handbooks and the use of case methods and simulated situations. The latter may involve visiting the location of old fires and the discussion of the principles that should be used on such occasions with suggestions as to more effective procedures.

About 300 men each year are taught the use and quick installation of portable radios. These are used in keeping in contact with the efforts made to overcome the fires and also in keeping in touch with airplanes which are used in observing the action of the fire and the work of the fighters. In this connection maps are made of the affected area. The whole program of training is somewhat analogous to regular military warfare where strategy and men are brought to bear on the particular

(Concluded on page 304)

A student consulting Director Woods of the Graduate School.



Conventions and Conferences

Association for Childhood Education

★★★ Activities in which 2,300 members of the Association for Childhood Education took part during their 1940 convention demonstrated the Association's belief that "A conference on education succeeds only as those who attend it stop to think and to forward their thinking. This is a profit for investment. Unless this gain is invested in the daily purpose of its owner, there is no growth."

For the sixth successive year the conference stimulated individual and group thinking through study classes and for the third year, through first-hand experiences with educational materials and activities in a well-equipped studio guided by expert leaders. General sessions of the convention began with an account of new responsibilities for childhood education which may be found in the news of the day and closed with an emphasis upon broadening the teachers' educational opportunities beyond the school and in the community.

General Sessions

In the opening address of the conference, Reading the Education News from Washington, Bess Goodykoontz, Assistant United States Commissioner of Education, gave graphic evidence that education does "make the news" and sometimes "makes headlines." Miss Goodykoontz drew illustrations of expanding opportunities for the schools by interpreting the significance for education of such news items as the following: The recent White House Conference on Children in a Democracy; the convention on student and professor exchange with the Latin-American countries; current discussions of in-service training for civil-service employees, and a conference on employment problems of young women.

Specific instances of the teacher's increasing educational opportunities were discussed in a panel led by Frank Baker, president of the Milwaukee State Teachers College. Panel members included a teacher in service, a student in training, a superintendent of schools, an educator of teachers, a parent, a taxpayer, an elementary school principal, and a school board member. Each brought his individual point of view to the discussion.

Study Classes

At the final session, William G. Carr of the National Education Association challenged association members to manifest a justified pride in their profession and to develop a clear understanding of what the public now expects and what it might expect in leadership from our schools.

Under the following 9 major problems, 23

study classes were organized to care for various aspects of the topics considered and to assure small enough groups for individual participation in the discussions. Names of general chairmen and assistants follow the statements of each major problem.

Improving the Health of School Children.—Mary E. Murphy, Elizabeth McCormick Memorial Fund, Chicago, Ill., and Amy Hostler, Cooperative School for Teachers, New York, N. Y.

Providing for Better Personality Adjustments.—Ethel Kavin, public schools, Glencoe, Ill., and Margaret Cooper, Illinois State Normal University, Normal, Ill. Topics for five classes included the following: Teaching reading and language in relation to pupil needs, experience and ability; newer practices in the teaching of arithmetic; classification and promotion practices, records, rating and reports; and pupil, parent, teacher relationships as they affect behavior.

Caring More Adequately for Individual Differences.—Helen M. Robinson, Orthogenic School, University of Chicago, Chicago, Ill., and Ruth Updegraff, University of Iowa, Iowa City, Iowa; topics for three classes included experimental programs for gifted children, the exceptional child and remedial measures, newer developments in the field of mental deficiency and emotional stability.

Studying Child Development in Relation to School Procedure.—Helen L. Koch, University of Chicago, Chicago, Ill., and Mamie Heinz, public schools, Atlanta, Ga.; topics for two classes included promoting physical development and growth in intelligence and evaluating social and religious outcomes of teaching.

Enriching Your Curriculum.—Ellen M. Oleson, Chicago Teachers College, Chicago, Ill., and Ethel Woolhiser, Northern Illinois State Teachers College, DeKalb, Ill.; class topics included the social studies, science, the fine arts, and juvenile literature.

Planning an Elementary School Program for Your Own Local Community.—E. T. McSwain, Northwestern University, Evanston, Ill., and Elizabeth Guilfoile, public schools, Cincinnati, Ohio.; class topics covered surveys of community resources and programs to meet community needs.

Emphasizing Democratic Procedures in the School Situation.—Carleton Washburne, public schools, Winnetka, Ill., and Jennie Wahlert, public schools, St. Louis, Mo.; class topics were concerned with child-teacher and teacher-administrator relationships, and local and State control of schools.

Developing a Legislative Program for Your School.—Merle Gray, Public Schools, Hammond, Ind., and Mary Dabney Davis, United States Office of Education, Washington, D. C.

Preparing Teachers for the Schools of Tomorrow.—John W. M. Rothney, University of Wisconsin, Madison, Wis., and Chloe E. Millikan, State Teachers College, Maryville, Mo.

The Studio

Unusual facilities made this year's studio an example of a modern activity classroom. An entire floor of the headquarters hotel was sectioned off for work in the language arts, the fine and industrial arts and science. Space was provided for showing motion pictures of classroom activities and for exhibits of publications, charts, and photographs developed by branch organizations and individual members to explain school programs to the public and to help avoid proposed curtailments of kindergartens.

Teachers, supervisors, school administrators and members of college faculties, individually and in groups, under expert leadership experimented with different kinds of painting and modelling materials, constructed and decorated musical instruments, composed songs, made stereopticon slides and experimental equipment for science work and joined classes in rhythmic dancing, creative writing and choral speaking. Self-consciousness was conspicuous by its absence. Attention was centered upon handling new materials, upon new techniques of teaching and upon standards for evaluating products. Continuing for 3 days, the studio gave opportunity for completing pieces of work and for experimenting with a variety of materials.

Resolutions

Both the association's goal to stimulate individual teacher growth and an increasing awareness on the part of association members of the schools' responsibilities in community life are reflected in resolutions adopted by the convention.

Living democratically in school emphasized opportunities for such living in the classroom and on the playground. *Providing educational opportunities for children* reaffirmed the statement that all children are entitled to educational opportunities that fit their needs and proposed that members make a special effort "to study, evaluate, and when desirable, to support local, State and Federal legislative measures for children . . . and to stimulate citizens to extend educational services for 4- and 5-year old children."

Evaluating current practices recognized the importance of critically analyzing and evaluating school procedures.

The fourth resolution expressed strongly the responsibility association members should feel for the community in which they work.

Conventions and Conferences—Continued

Improving conditions in the community: "We are convinced that all adults have a responsibility to make their communities, small or large, fit places in which children may grow. Therefore as individuals and as association members we will participate constructively in local, State and National affairs that have to do with community improvement, and will cooperate with other local, State and National organizations concerned with making communities more desirable places for the development of children."

Convention Summaries

Mimeographed summaries of the reports for study class discussions have been assembled. These may be obtained from the association's headquarters, 1201 Sixteenth Street, NW., Washington, D. C.

Institute for Education by Radio

★★★ Radio in 18 swift years has reached a larger audience than print has reached in 500 years. This astounding conclusion, vouched for by the Princeton Radio Survey, poses a knotty question for education, Can education use radio as successfully as it has used print?

To find the current answer to this question nearly 500 educators and broadcasters met April 29 at the Eleventh Annual Institute for Education by Radio, in Columbus, Ohio.

For their answer I take you to the Deshler-Wallick ballroom for the Institute's final session. Seating yourself on one of the few gilt chairs left you can see over the heads of the audience to a broad platform at the end of the room. On this platform are 35 to 40 young people; some are members of the orchestra complete with brass and tympani; some stand shoulder to shoulder in the chorus. Hovering around them are other young people handling sound effects and production details. In the center stands a microphone.

After a brief speech this "troupe" goes on the air with a dramatic presentation of the life of Sidney Lanier. Actors step to the microphone to deliver their lines with easy competence. The orchestra director brings in instrumental and chorus transitions blended to the script. As the story unfolds a production director, script in hand, cues in the successive events. In half an hour two score young men and women spin a thrilling story in the modern radio manner.

With this program completed, the performers turn to another program, the life of Shubert. Then they pick up their instruments and leave the platform to be succeeded by a panel of educators and broadcasters who turn the analytical spotlight on their performances.

Returning to Drama and Music

But the important thing is the demonstration. Ten years ago educators in radio put

Association Officers

Olga Adams, University of Chicago, remains a second year as president of the association. Two officers also continuing another year are Louise Alder of the Wisconsin State Teachers College in Milwaukee, and M. Elisebeth Brugger of the Iowa State Teachers College. Mary Leath, primary supervisor of Memphis, Tenn., was elected vice president representing primary grades and Irene Hirsch of the New York State Teachers College at Buffalo is the incoming secretary-treasurer. Mary E. Leeper is the executive secretary.

The next convention will be held July 8-12, 1941 in Berkeley, Calif. This will not conflict with the meeting of the National Education Association.

MARY DABNEY DAVIS

their trust in talk. Today they are swiftly returning to the media through which Europe learned the lessons of Christianity: drama and music.

This educational radio repertoire company which performed so ably at Columbus is but one of more than 1,200 such radio workshops, or radio producing groups, which have sprung up in the United States. More than 75 percent of them have come into being within the last 4 years. Many of them are not as large as the cast of this group from Station WLW, Cincinnati, with its orchestra and chorus from the Cincinnati College of Music. But everywhere radio workshops grow both in terms of numbers and in skill with which they create local radio programs.

That this is true is evident in the recordings submitted for the Institute's annual exhibition of recordings of educational radio programs. Transcriptions of 243 programs were entered. They came from schools and colleges and stations in every part of the Nation. Many revealed a high standard of excellence in writing and production. They proved that the skill of Broadway, Chicago, and Hollywood can be learned in Spokane, Roanoke, Madison, and Minneapolis.

Other Trends

What other trends appeared at the Columbus meeting?

First, harmony—peace among educators and broadcasters. At this session more station production directors and educational directors were registered than ever before. Facing frankly the difficulties of using radio for the public interest, station radio directors and educators found that differences of former years were melting away.

Second, education by radio is emerging from its foundation swaddling clothes. This meeting of the Institute was on its own

financially. Furthermore, most of the members came from colleges, school systems, and stations supported either by advertising revenue or tax revenue.

Third, the trend is in the direction of local radio councils. At the session on Public Service Broadcasting, chairmaned by Walter G. Preston, Jr., many participants reported councils formed or in the process of organization. Apparently we are moving toward community and State radio councils which will provide machinery and, to some degree, funds by which stations can more effectively discharge their public-service responsibilities.

Fourth, increasing interest in training for radio. At a luncheon session sponsored by the United States Office of Education 40 leaders in the field voted to ask the Institute management to set aside a full day next year for this problem.

Fifth, the broadening use of radio by agriculture was reflected in the well-attended sessions on agriculture broadcasts.

Some measure of the new dimensions of education by radio can be found in the simple recitation of subjects placed on the agenda by the Institute directors and their staff: School broadcasts, research in educational broadcasting, broadcasts for general education, religious education, music appreciation broadcasts, science broadcasts, adult education, classroom utilization of broadcasts, writing for radio, radio production, handling controversial issues, radio workshops, script exchanges, recordings for school use, engineering, and news and special events broadcasts.

Lyman Bryson opened the Institute with a demonstration of the "People's Platform." On the following day another demonstration of utilization of classroom broadcasts was followed by an evaluation discussion.

William J. Dempsey, General Counsel, Federal Communications Commission, addressed the annual dinner. Leonard Power, FREC consultant, reported on the work of the Federal Radio Education Committee; J. Wayne Wrightstone plotted the course of research in radio; and Guy Hickock of NBC concluded with a graphic account of Europe's great battle of words via shortwave.

WILLIAM DOW BOUTWELL

NOTE.—Copies of the proceedings will be available from the Institute for Education by Radio, Ohio State University, Columbus, Ohio.

(Conventions continued on next page)

Sponsors Summer School

The Institute of International Education is sponsoring a summer school at Lima, Peru, to be held July 5 to August 13. The stated purpose of the session is to meet the "increasing desire for mutual understanding between the Americas." Further information may be obtained from the Institute, 2 West Forty-fifth Street, New York City.

SCHOOL LIFE, July 1940

Adult Education Association

★★★ The fifteenth annual meeting of the American Association for Adult Education assembled in New York City, almost 1,000 leaders in this field, May 20-23, to discuss the theme, The Democratic Way—An Educational Process.

The back drop for practically all of the general sessions and section meetings consisted of war headlines. In speeches and discussions there was a note of urgency and a sense of crisis.

Those engaged in adult education seemed conscious as never before of the decisive relation between political and social forces and the everyday role of education. Many of the speakers tried to visualize the kind of a setting in which adult educators would function if democracy in other parts of the world should succumb. They pointed out in various ways that recent events have forced our pioneer adolescent democracy of the Western Hemisphere into responsible adulthood. They saw it as the vigorous task of adult education to develop among the people the capacity for dealing with the adult responsibility which may be ours if America becomes the last large democratic nation.

Again it was recognized that adult education in America has lagged behind such programs in the European democracies, particularly in Scandinavian countries. It was also emphasized that our educational process is put under a great strain in a world where the techniques of propaganda under totalitarian control are used to manipulate public opinion.

Much discussion revolved around the problem of maintaining free inquiry, the right to think, speak, and act freely in the face of concerted and organized attempts to use the freedoms of an educative process to confuse and weaken a democratic nation.

During the 4-day conference there were

seven general sessions interspersed with section meetings on various phases of adult education.

Archibald MacLeish, Librarian of Congress, made a most challenging address in which he said in part "unless we regain in this democracy the conviction that there are final things for which democracy will fight we can leave our planes unbuilt and our battleships on paper, for we shall not need them." Like others, he laid heavy responsibility on adult educators for promoting understanding as the basis for enlightening convictions.

Commissioner John W. Studebaker addressed the general session on New Means of Communication. He presented a proposal for a volunteer collaboration of the means of communication and education to focus on the No. 1 problems of our democracy. This proposal he developed in some detail. In section groups and luncheon meetings the Commissioner's proposal was discussed. In part the Commissioner said:

"Is there not some way by which these various new and powerful instruments of communication which can contribute so much toward the achievement of an informed and intelligent public opinion might synchronize their efforts so as to provide for a more widespread, systematic, concerted, and continuous treatment of major public issues than is now achieved?"

"We believe that 'in America we should give the people light and they will find their way.' But we must have enough light and keep it focused on a given problem long enough to enable the people of the Nation as a whole to see clearly the various implications of the problem, to understand the various possible solutions, and to judge the alternative proposals for programs of action. The power stations of communication must somehow induce more intellectual current in

the majority of our citizens in order to generate efficient action in the motors of our common life.

"All those who feel a concern for democratic America must work vigorously in practical ways not only to keep the channels of communication free but to help to get them organized and directed to the end that the public mind may be made up without too great delay and upon the basis of a more widespread understanding of issues and events than now prevails. The lag between scientific knowledge, physical change, and social adjustment must be caught up by turning the radio, the motion pictures, the press, and all the newer scientific means of communication to educational purposes in much more significant and thoroughgoing ways than we have heretofore generally managed to do."

CHESTER S. WILLIAMS

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National Congress of Parents and Teachers

And the Pursuit of Happiness was the theme of the program of the annual convention of the National Congress of Parents and Teachers held in Omaha, Nebr., May 6-9. Dean William F. Russell, Teachers College, Columbia University, sounded the keynote for the convention when he addressed the group on the subject, The Forgotten Phrase. Dean Russell gave a vivid picture of the European background that was the impelling force for early pioneers to seek this country for wider opportunity for freedom and growth for themselves and for their children. Among other things, he pointed out the vast body of literature dealing with the ideals and principles by which the forefathers were guided in framing the constitution.

The program of the convention provided themes for each day's discussion. For instance, one forenoon session's theme was Foundations for Happiness, and addresses were made by Willard C. Olson, professor of education and director of research of the University of Michigan, who presented the subject, Beginning with Children, Malcolm C. MacLean of the General College of the University of Minnesota, discussed the subject, As Children Grow Older. In the afternoon of the same day a panel discussion was led by Robert G. Foster, Merrill-Palmer School, Detroit. The discussants on the panel were: A school principal, specialists in the field of parent education, psychology, and education.

The committee chairmen's conferences dealt with the subject matter and programs of the various committees and were carried out in keeping with the general theme of the convention.

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Conventions and Conferences—Concluded

The theme for the last day of the convention was Safeguards for Happiness. Bess Goodykoontz, Assistant United States Commissioner of Education, using the subject, *An America Awake to Its Children*, dealt primarily with the recent White House Conference on Children in a Democracy and its findings.

Dr. Goodykoontz emphasized that "only in case democratic attitudes and facility in using the techniques of democratic procedure are thoroughly familiar in homes, in schools, and in community life, can we expect to have democratic procedures on a national basis."

Philip Klein, director of research, New York School of Social Work, analyzed some of the problems in terms of the latest statistics brought out by the White House Conference.

The following officers were elected by the delegates of the National Congress of Parents and Teachers for a term of 3 years: President, Mrs. William Kletzer, Portland, Oreg.; vice president, Mrs. William A. Hastings, Madison, Wis.; secretary, Mrs. Charles D. Center, College Park, Ga.; treasurer, Mrs. James K. Lytle, Los Angeles, Calif.; vice president for Region I, Howard V. Funk, Bronxville, N. Y.

ELLEN C. LOMBARD



American Council on Education

The American Council on Education announces that full proceedings of its twenty-third annual meeting recently held in Washington, will be available in the July issue of the *Educational Record*, published by the council.

Representatives totaling more than 300 from various educational organizations throughout the country attended the sessions.

Officers of the council were elected as follows: Dean Henry W. Holmes, Graduate School of Education, Harvard, chairman; Rev. George Johnson, of the National Catholic Educational Association, first vice chairman; Dean Margaret Morriss, Pembroke College, second vice chairman; Dean George D. Stoddard, Graduate School, State University of Iowa, secretary. Two members were elected to the executive committee for 3 years, as follows: President Raymond A. Kent, University of Louisville; and President Ernest Jaqua, Scripps College.

President James B. Conant, Harvard; Dean Frank N. Freeman, University of California; and President Wm. H. Cowley, Hamilton College, were chosen as members of the Problems and Plans Committee for 4-year terms.

President of the Council, George F. Zook, reviewed the year's activities and discussed the widespread projects of the council.

White House Conference Report Available

Children in a Democracy, the general report adopted by the White House Conference on Children in a Democracy, contains 98 recommendations made by committee members representing widely differing professions and interests affecting the welfare of children, including medicine, public health, education, social science, child guidance, religion, public administration, agriculture, and general civic interests.

Copies of this report are available from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., at 20 cents a copy.

Schools Under the Federal Government

(Concluded from page 300)

problem whether it be a large or small fire. In some cases the fight lasts for days and in some cases nearly a month before the fire is overcome.

Laborers as Fire Fighters

In addition to the guard force which is ever on the alert to prevent fires and to discover and take quick action on those that start, the program includes training for some 30,000 laborers and CCC enrollees who will be available for use in case of any of the small fires become large. More than 90 percent of all fires are discovered and extinguished by the guards without additional help. Only occasionally are large crews needed. Training is a precautionary measure in preparation for the exception.



Institute of Human Relations

Educating for Better Human Relations is the theme announced for the Institute of Human Relations, under auspices of the National Conference of Christians and Jews. The institute is to be held at the Association Camp, Estes Park, Colo., August 4-7, 1940.

The National Conference was established in 1928 "to foster justice, understanding, and cooperation among Catholics, Jews, and Protestants in the United States." Further information may be obtained from the headquarters, 300 Fourth Avenue, New York City.

Research Awards

Pi Lambda Theta, national association for women in education, announces three awards for research from the fund known as the Ella Victoria Dobbs Fellowship. The awards of \$250 each are to be granted on or before September 15, 1941, for significant research studies in education.

Any woman of graduate standing or any member or group of members of Pi Lambda Theta, whether or not engaged at present in educational work, is eligible for the awards. All inquiries should be addressed to the chairman of the Committee on Studies and Awards, Pi Lambda Theta, 15 Ashburton Place, Boston, Mass.



Parent-Teacher Associations in Colleges?

Yes, parent-teacher associations in colleges. For 15 years they have been increasing in California where there are now such groups connected with 19 institutions. These organizations have demonstrated their usefulness by developing and maintaining correct attitudes toward students and their problems, and by keeping their relationships to college authorities cordial and cooperative.

The purpose of the associations is to "promote a general understanding of college conditions and college environment and to cooperate with the college administration in promoting the welfare of the student body."

The important fact that is kept in the foreground in connection with these associations is that students in college are adults and must be respected as such. Membership usually consists of parents of the students, people in the community interested in the welfare of the students, and members of the faculty. Programs are so arranged as to interpret to the public the aims and ideals of the institution.

The college association through its affiliation with the State organization of parent-teacher associations enlarges its influence and knowledge of its program and purposes reach a vastly extended group of parents of children.

Activities of the college units consist of furnishing scholarships which are outright gifts to students who are deserving and student loan funds to meet some emergency; meeting immediate needs of students which are pointed out by deans, and making contributions for college activities or improved facilities for the student body such as library books or instruments for the band or athletic or physical education equipment, or furniture for rest rooms.

It was reported that college emergency funds during 1939 given by the California college parent-teacher associations to students aggregated more than \$7,000.

Vocational Education in Review

by J. C. Wright, Assistant Commissioner for Vocational Education



With the close of another school year thousands of graduates of elementary schools throughout the country are looking forward to enrollment in vocational education courses in high schools and special vocational schools in autumn. It seems appropriate, therefore, to review some of the highlights of the federally aided vocational education program carried on in the States, Hawaii, and Puerto Rico for the fiscal year 1939, the latest period for which records are available.

One of the outstanding facts revealed in reports of State boards for vocational education to the United States Office of Education is the tendency to correlate this instruction in various fields of vocational education as far as possible. A conspicuous example of such correlation is that practiced in numerous communities in which vocational education in agriculture and home economics has been established.

Teachers and supervisors of homemaking education also cooperate with teachers and supervisors in trade and industrial education in providing those who are preparing for work as waitresses, cafeteria or tearoom hostesses or employees, and in various phases of the food trades, with training in subjects related to these fields.

Those in charge of trade and industrial training programs are sometimes called upon to assist vocational agriculture departments in high schools by giving instruction in manipulative work to prospective workers in greenhouses; in landscaping projects such as are carried on by park services, including planning and planting work; in surveying; and in landscaping design. Manipulative work necessary in these occupations is taught in trade and industrial classes, while planting, fertilizing, and similar operations are taught in vocational agriculture classes.

In practically all States there is more or less correlation between the training programs in trade and industrial education and those in the distributive occupations. A salesman of electrical refrigerators, radios, vacuum cleaners, and similar articles, for instance, is expected to know the principles of operation of such equipment. He can get training in this phase of his work in a trade and industrial education class, and training in the method of approaching and selling a customer in a distributive training class.

Each year further advances are made by the States in an effort to broaden the program of correlation in different vocational fields. In one region a number of conferences were held last year of workers in all fields of vocational education from several adjacent States with a view to securing more highly correlated and better balanced programs.

Cooperation with Labor

Close cooperation between those responsible for vocational education, and labor groups, reports from the States show, has become a matter of accepted procedure. Labor cooperates with vocational schools, for example, in disciplining apprentices guilty of absences from classroom or laboratory instruction in connection with their apprentice-training programs, and in planning and installing equipment in new trade schools without charge to the school. Schools cooperate with labor by setting up conference training for various groups such as local business agents of labor unions, and in establishing classes to meet the training requirements of special labor groups.

Advisory Committees

Additional evidence of the cooperation between labor and those responsible for the federally aided program is the emphasis placed by State boards for vocational education upon the need for State and local advisory committees. These committees are composed of an equal number of representatives from workers and employers—the two groups which are in the best position to advise vocational educators concerning conditions existing in the occupations for which training is given in vocational classes and the type of training which should be given for these occupations.

More than 500 local general advisory committees have been set up in 30 States and Territories and more than 1,300 craft or occupational advisory committees in 34 States and Territories.

Employee-employer Relations

There is increasing evidence in the reports from the States to the United States Office of Education of a growing realization on the part of State boards of the need for greater emphasis in courses upon employee-employer relations and upon the social and economic problems involved in these relations.

Teachers are realizing the necessity of informing workers and prospective workers enrolled in their classes on such subjects as Federal, State, and municipal legislation and regulations governing working conditions, hours of work, and wages; and on other questions with which both the worker and the employer are concerned.

In addition, instruction is being offered on social and economic changes which affect working conditions in industry as a whole, on the ethical relations which should obtain between employers and employees, and on the necessity for observance of ethical standards.

Research in Vocational Education

Research in the various fields of vocational education is being carried on under a definite program in many of the States. In some States research specialists have been appointed who devote their entire time to research activities. Many of the States, also, are encouraging teachers, coordinators, teacher trainers, State supervisors, and other workers in various vocational education fields to conduct investigations. Studies are being carried on in a number of instances through State and regional research committees. In a number of instances the United States Office of Education has been called upon for assistance in outlining and starting surveys and other forms of investigation on a State-wide or region-wide basis. Conferences of State vocational education workers sponsored by State vocational education divisions and the United States Office of Education are each year giving increasing attention to discussions on research activities and to the planning of such activities.

Enrollments Increase

Enrollments in vocational schools or classes reimbursed from Federal funds in the 48 States, the island of Puerto Rico, and the Territory of Hawaii for the fiscal year ended June 30, 1939, passed the 2 million mark. Total enrollments in all branches of vocational education—agriculture, the trades and industries, home economics, and the distributive occupations—was 2,085,427, an increase of 275,345 or 15.2 percent over the previous year's enrollment of 1,810,082.

The enrollment for the year is divided as follows: Agricultural education, 538,586; trade and industrial education, 715,239; home economics education, 741,503; and distributive education, 90,099.

Heaviest increases in enrollment were reported for full-time day classes in which 941,273 persons were enrolled. This is an increase of 17.5 percent over the number enrolled last year. Those enrolled in day classes were farm youth preparing for employment in agricultural pursuits, boys and girls preparing for chosen occupations in the trades and industries, and girls preparing for homemaking activities.

Evening classes enrolled the next largest number, 657,603 persons, an increase of 15.4 percent over the previous year. These classes are set up for farmers who desire assistance in solving their farming problems; workers in the trades and industries who desire training which will help them to be more efficient in their work or to advance in their employment; those engaged in various branches of the distributive occupations who need instruc-

tion which will help them to be more efficient as workers, managers, or owners in distributive businesses; and for homemakers who need training in specific phases of home economics.

Enrollment in part-time classes totaled 486,551, an increase of 47,558, or 10.8 percent over the previous year.

Expenditure of Federal, State, and Local Money

Expenditure of Federal, State, and local funds for reimbursement of the salaries of vocational teachers, supervisors, and directors, and for maintenance of teacher training in the fields of agriculture, trade and industry, home economics, and distributive education, totaled \$19,433,394 in 1939. Added to this expenditure was the expenditure of State and local money, \$33,232,777, or a total of \$52,666,171 in Federal and State and local funds.

Under the Smith-Hughes Act, Federal money allotted to the States must be matched at least dollar for dollar. Under the George-Deen Act, on the other hand, States are required to match only 50 percent of the Federal funds allotted to them for the first 5 years, 1937-42, in which the act is operative. It is of special interest to note that even with the lower matching ration required under the George-Deen Act, the States have during 1939 expended \$1.71 of State and local money for every dollar of Federal money allotted to them under both the Smith-Hughes and George-Deen Acts.

Agricultural Education

Attention is being given by the States to the matter of securing greater uniformity and balance in courses in vocational agriculture. Teachers are building their courses around the problems of the farm and the farm home revealed through actual surveys of farms and farm conditions made by teachers.

Courses of study are based upon the needs of individuals and communities and teachers are given special training in making local farm surveys. Of particular interest, reports show, is the plan now followed in some States, under which the number of meetings of part-time classes has been increased from a minimum of 15 to a minimum of 24 meetings. In some cases, also, teachers conduct a series of meetings for 2 or 3 weeks and in addition schedule one or more meetings at other times during the year when there is a particular need.

State reports indicate that there has been a great improvement in the nature and quality of the supervised farm practice programs required of students who enroll in vocational agriculture. The project which covered a period of 1 or 2 years has been superseded by the long-time supervised practice program which increases in scope and diversity from year to year and frequently serves as a foundation for a student's permanent program of farming. Every effort is being made to have the farm project program of the student form

the nucleus around which his permanent program of farming is built.

For several years a number of States have experienced difficulty in finding teachers of vocational agriculture. An encouraging note in State reports, therefore, is the disclosure that last year 1,508 newly qualified teachers were available for employment in agricultural education departments in rural high schools, 1,105 of whom were placed in departments either in their own or other States. States estimated that more than 1,700 newly trained teachers would be available for placement at the beginning of the school year 1939-40.

Two new developments in the field of agricultural education stand out particularly in the State reports. One is the livestock marketing school plan under which vocational agriculture students bring animals raised in connection with their supervised farm practice programs to terminal markets and receive instruction in the principles and practices of marketing livestock.

A second development is the plan adopted in some States, whereby parents are assembled in convenient meeting places to discuss the program of vocational agriculture provided in their respective communities, with a view to securing their enthusiastic cooperation in this program.

Trade and Industrial Education

A number of rather striking trends are discernible in the reports of the States on the trade and industrial education program carried on during the year.

One of these is the gradual change in the age of those who enroll in trade-preparatory classes. Formerly, many of the pupils who enrolled in these classes ranged in age from 14 to 16 years. Now, however, very few of those who enroll are below the age of 16 and many are 18 years of age or older.

In the organization of many of the junior college vocational programs special attention has been given to training for groups of industries, especially those which require considerable technical knowledge rather than manipulative skill. Workers who receive training of this kind are prepared for entry into any one of a number of technical jobs in a single industry, all of which require information and training of the same kind. The development of these programs is the result of a need for trained workers in new technical positions which have developed in the chemical, petroleum, refining, textile, material testing, and similar industries. Technical vocational courses are provided for prospective laboratory assistants or technicians. In some instances those enrolled in these courses spend 6 weeks or more in an industry receiving instruction and practical training on the job, and a similar period in the junior college where they receive technical and academic instruction.

For years the lack of suitable trade-training opportunities for young people in small communities and in the rural sections has been recognized. It is possible but not practicable

to establish local trade courses for one or more of many occupations found in small towns. Even in those trades which employ the greatest number of persons, the annual need for new workers is usually too small to justify the organization of a training program. In an attempt to provide more adequate training opportunities, at least 12 States have established State trade schools which serve many communities rather than a single one, and several more States are giving serious consideration to such a plan. Under this plan a sufficient number of pupils to justify a training program may be drawn from various sections of the State, and it is not necessary for any one community to furnish more than one or two.

Another way by which training opportunities are provided for smaller communities is through part-time cooperative training programs. These are arranged so that each pupil receives practical training in a specific occupation through employment in shops, business establishments, professional offices, and industries for half of the day and attends school during the other half.

Particular attention has been directed by the States during the year to the adjustment of trade and industrial education programs to meet changing conditions. Training programs have been broadened to include a number of new fields. In the Central Region States, for instance, public-service training programs have been broadened, as well as programs for training in the manufacturing and service trades.

A trend toward more in-service training for teachers is observable in the Central Region States. This has necessitated the employment of additional itinerant teacher trainers on State teacher-training staffs.

A practical combination of in-service and institutional training for teachers has been developed in the western region which promises to help solve the teacher-training problem, especially in areas where distances are great and much of the teacher-training work must be done by the State supervisor of trade and industrial education.

A total of 418 fire department officers and 104 police officers were trained as teachers of firefighting and police-training courses. In addition, 97 persons employed in other public-service occupations were trained to teach within their respective fields.

Home Economics Education

Probably the outstanding accomplishment in the field of home economics education during the year was the development of the community programs in education for home and family living in four different centers. These programs were arranged to demonstrate what may be accomplished when all those in a given community work toward a common purpose.

The centers selected for these demonstrations were as follows: Wichita, Kans., an urban community with a stable and homogeneous population; Toledo, Ohio, a large in-

dustrial city; Obion County, Tenn., a rural community; and Box Elder County, Utah, a large and sparsely settled rural area.

Many agencies in each of the four communities are working together to discover gaps in present educational offerings, to determine ways of using existing community educational and other resources to better advantage, and to reach with a constructive program the various age, social, and economic groups of the community.

Several facts indicate that definite progress is being made toward the setting up of community programs in home and family living throughout the country. They are: An increase in the number of centers maintaining more than one type of homemaking school; an increase in the number of advisory councils and committees in connection with homemaking programs; and increased cooperation between the school and various agencies concerned with education for home and family life, and between various school departments which contribute to education for home and family life.

Reports concerning the need for additional departments of homemaking in high schools are especially significant. Home economics education supervisors in 45 States and Hawaii reported 2,590 requests for additional full-time vocational homemaking departments from local school boards. Only 1,106, or less than half of these requests, could be met by the States. Supervisors of home economics in 44 States reported that 6,123 high schools made no provision for home economics instruction in 1939.

Other matters to which special attention has been given by those responsible for the homemaking education program in the States are: Revision of teacher-training programs in 9 teacher-training institutions—7 white and 2 Negro—and studies of curriculum-revision possibilities in a number of other institutions; providing student-teaching facilities which will permit prospective teachers to secure teaching experience on a full-time basis in typical centers, and preparation of prospective teachers to teach older youth in part-time classes and adult homemakers in evening classes; in-service teacher training; planning of State programs of homemaking training on a long-time basis; cooperation of home economics teachers in their training programs with teachers from other school departments; balanced programs for adult homemakers in which such subjects as parent education and family financial planning are included; and plans designed to broaden and strengthen research in homemaking education.

Business Education

During the second year of the federally aided distributive education program authorized under the terms of the George-Deen Act, enrollments in distributive education classes reached a total of 90,099. This is an increase of 54,091 or 150 percent over the first year of the program.

Most of the classes organized in 1938 were in the larger centers and the majority of those enrolled were from the larger department stores. The centers in which new classes were organized in 1939, however, were for the most part small and medium-sized towns. The instruction offered in 1938 was confined almost exclusively to some form of salesmanship and approximately 75 percent of those enrolled in these classes were salespersons. The instruction offered in many of the classes for salespersons organized in 1939, however, included additional subjects such as merchandise information, store arithmetic, and English.

For such distributive business workers as assistant buyers, buyers, junior executives, and department heads, moreover, courses were offered in 1939 in such subjects as: Credit and collections; laws affecting distribution; personnel relations; store lay-out and arrangement; window display; buying procedures; market analysis; retail records and control; color, line, and design; fashion trends; stock control; advertising and display; and accounting and control.

Courses and conference groups have been organized to meet the needs of owners, managers, and major store executives in the larger retail establishments. Progress is also being made, reports show, in reaching owners and managers of small retail stores through classes and conference groups in which sound principles of business management and retailing are discussed and applied to the problems of the small merchant. At the close of the fiscal year 1938-39, 47 States, the District of Columbia, Hawaii, Puerto Rico, and Alaska had adopted State plans providing for distributive education. Of this number, 44 States were actually carrying on such programs.

On June 30, 1938, 20 States were employing 21 full-time and 6 part-time State supervisors or teacher trainers in distributive education. On June 30, 1939, 31 States were employing 31 full-time and 9 part-time State supervisors, assistant supervisors, or teacher trainers.

Summer teacher-training courses, which were offered by 18 colleges and universities in 15 States, were intended to meet the needs of full-time personnel in the field of distributive education as supervisors, coordinators, cooperative part-time teachers, and itinerant teachers.

Occupational Information and Guidance

Occupational information and guidance services were organized during the year in six States—Maryland, Michigan, Pennsylvania, North Carolina, Georgia, and Maine.

Maryland has installed a new cumulative pupil-record system throughout the State, has plans for a State-wide pupil-testing program, is developing a plan for collecting and filing occupational information, has provided in-service teacher training in guidance, including special work in occupational research, and is preparing a guidance manual.

North Carolina is preparing a series of bulletins on guidance which will be issued in the

near future, is developing a State-wide cumulative record system, is fostering plans for local follow-up surveys of students who have been placed in positions, is cooperating in the rural guidance programs set up in various counties in the State, and has sponsored several teacher-training conferences.

Michigan has appointed a guidance director and is planning a State-wide occupational survey in which the director will cooperate with other members of the State division of vocational education.

Pennsylvania has already made commendable progress in the guidance field and over a period of years has published a number of bulletins on guidance topics. This State has not yet appointed a supervisor of guidance.

Georgia is planning to start its guidance program through district conferences at which ways and means of establishing local programs will be devised. Since no State supervisor has been appointed, these meetings are sponsored by local authorities with the assistance of the State department of education and the United States Office of Education.

Public-Service Training

Under the provisions of the George-Deen Act, authorization is given for the use of Federal funds for training in "public and other service occupations."

Nearly 51,000 employees in public-service occupations were enrolled in classes organized by State boards for vocational education in 1939. The majority of this number were policemen and firemen—more than 29,000 of the former and 9,000 of the latter. Approximately 12,000 were enrolled in classes for other types of public-service employees, including waterworks operators, sewage works operators, employment-service supervisors, foresters, finance officers, sanitary inspectors, tax collectors, inspectors of weights and measures, public-utility operators, public-welfare officials, State hospital employees, State highway employees, motor vehicle tax inspectors, prison officers, assessors, city attorneys, city clerks, labor law administrators, planning officials, and purchasing agents.

Five States—New York, California, Arkansas, Pennsylvania, and Michigan—employed full-time supervisors of public-service training during the year, and one State—Virginia—employed a part-time supervisor. A number of States, also, had on their teaching staffs full-time instructors in such fields as fire, police, finance, and waterworks.

The first city-wide training program organized under the sponsorship of a State board for vocational education was set up during the year in New York City, where the city civil service commission, with the aid of Federal funds, established a bureau of training for the purpose of rendering technical service to major city departments in developing training activities. Present indications are that several other large cities will follow this plan of training, or modifications of it.

Secondary Schools for Negroes

by Ambrose Caliver, Specialist in the Education of Negroes

★★★ Problems of youth, perhaps more than of any other group are being discussed today by educational leaders. The economic security of youth; their personal adjustment, including health and recreation; their preparation for and ability to assume the responsibilities of homelife; their economic, religious, ethical, and social ideas and ideals are among the more important problems of youth under consideration. These problems are particularly serious among Negro youth as a result of their economic and social conditions and the lack of facilities for improving them. Because schools are the most important agencies available for the solution of these problems, it is desirable from time to time to inquire into the adequacy of their numbers and the effectiveness of their programs. Unless there is a sufficient number of schools, and unless their educational programs are adjusted to the present-day needs of youth we jeopardize their chances to become good citizens.

Growth in Number

Greater progress has been made during the past quarter of a century in the number of public secondary schools for Negroes than at any other level of education. During that period the number of public high schools for Negroes has increased from 64 to 2,187. The numbers of public schools at present in the States having separate schools which offer a given number of years of high-school work are: 1 year, 336; 2 years, 432; 3 years, 263; and 4 years, 1,156. Practically all the 4-year high schools for Negroes were in the large cities of the border States 25 years ago; today, of 1,156 4-year high schools 600 are in rural areas. In 1915 North Carolina and Louisiana had no public high schools for Negroes, whereas today they have, respectively, 197 and 86.

According to information received by the United States Office of Education in 1936 from the same sources from which the above data were secured, there were 2,304 high schools for Negroes; 117 more than at present. The decline in the number of high schools indicated here is the result of the operation of several factors, among them the following: (1) Change in number of pupils prepared for or requesting high-school instruction; (2) change in the supply of prepared teachers; (3) irregularity in the supply of funds and facilities; and (4) consolidation of schools. In reference to the last point, it is the policy of various States at present definitely to discourage the development or continuance of small, ineffective schools, and to encourage the establishment of large centrally located

TABLE 1.—Counties without provision of high-school work for Negroes in 1938-39 where they represent 12.5 percent or more of the population in 1930¹

State	A. Counties with Negro population 12½ to 25 percent of total population			B. Counties with Negro population 26 to 50 percent of total population			C. Counties with Negro population 51 percent and more of total population			Total number of counties	Total Negro population	Total number of persons of high-school age without high-school facilities
	Number of counties	Negro population	Population of high-school age	Number of counties	Negro population	Population of high-school age	Number of counties	Negro population	Population of high-school age			
Alabama	1	7,782	903	1	6,813	831				2	14,595	1,734
Arkansas	1	4,331	403	1	10,917	1,304				2	15,248	1,707
Florida	9	14,066	1,491	16	33,914	3,298				25	47,980	4,789
Georgia	2	2,305	249	2	2,169	327	2	8,673	1,127	6	13,147	1,703
Kentucky	1	1,200	108							1	1,200	108
Louisiana	4	16,569	1,844	7	46,671	5,063	3	26,692	2,823	14	89,932	9,730
Mississippi	4	14,158	1,630	5	24,747	2,895	7	98,915	11,632	16	137,820	16,157
Missouri	1	2,504	234							1	2,504	234
North Carolina	1	3,730	495	1	12,009	1,543				2	15,739	2,038
Tennessee	2	5,305	611	1	3,754	487				3	9,059	1,098
Texas	1	1,955	216							1	1,955	216
Virginia	5	10,313	1,148	6	24,713	2,759	2	15,308	1,983	13	50,334	5,899
West Virginia	1	2,742	265							1	2,742	265
Total	33	86,980	9,597	40	165,707	18,507	14	149,588	17,565	87	402,255	45,699

¹ Delaware, Maryland, Oklahoma, and South Carolina had no such counties.

NOTE.—Data in this table were furnished by State departments of education and compiled by T. E. Davis.

TABLE 2.—Counties having less than four years of high-school work for Negroes in 1938-39 where they represent 12.5 percent or more of the population in 1930¹

State	A. Counties with Negro population 12½ to 25 percent of total population			B. Counties with Negro population 26 to 50 percent of total population			C. Counties with Negro population 51 percent and more of total population			Total number of counties	Total Negro population	Total number of persons of high-school age without 4-year high-school facilities
	Number of counties	Negro population	Population of high-school age	Number of counties	Negro population	Population of high-school age	Number of counties	Negro population	Population of high-school age			
Alabama	3	12,969	1,591	3	35,264	4,406	3	56,733	7,362	9	104,966	13,359
Arkansas	3	11,179	1,261	6	49,791	5,958	1	13,090	1,385	10	74,060	8,004
Delaware	2	14,131	1,515							2	14,131	1,515
Florida				2	8,212	799				2	8,212	799
Georgia	11	29,814	3,864	23	114,818	14,424	8	42,275	5,427	42	186,907	23,715
Louisiana				2	16,234	1,736	1	11,876	1,316	3	28,110	3,032
Mississippi	9	25,595	2,898	6	47,125	5,611	9	156,155	17,727	24	228,875	26,236
Missouri	1	1,937	172							1	1,937	172
Oklahoma				1	6,753	813				1	6,753	813
South Carolina	1	4,897	671	3	35,816	4,853	9	106,202	14,136	13	146,915	19,660
Texas	3	8,891	991	2	10,684	1,308				5	19,575	2,299
Virginia	2	6,559	744	1	5,721	665				3	12,280	1,409
Total	35	115,972	13,707	49	330,418	40,573	31	386,331	47,353	115	832,721	101,633

¹ Maryland, North Carolina, Tennessee, and West Virginia had no such counties.

NOTE.—Data in this table were furnished by State departments of education and compiled by T. E. Davis.

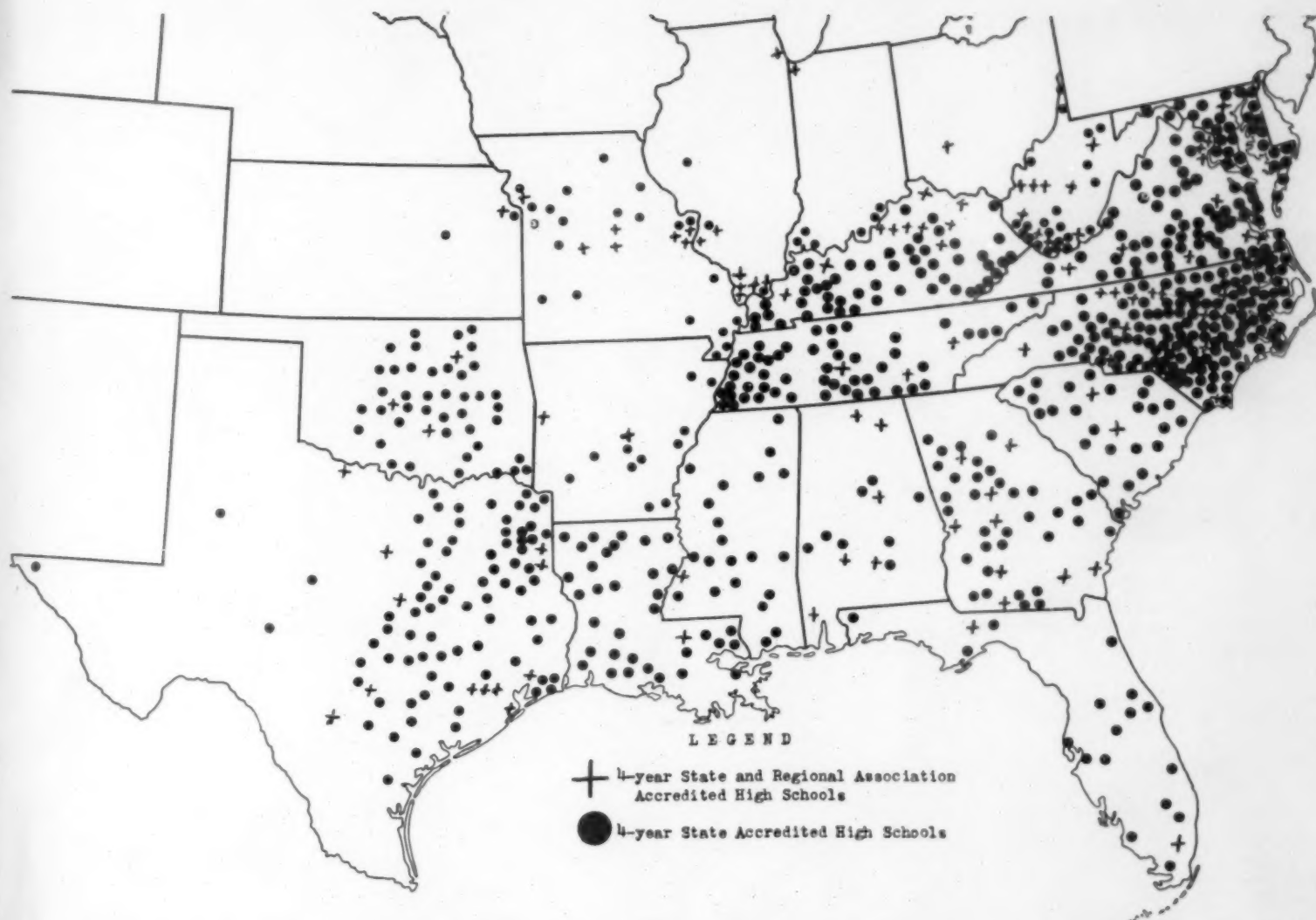
schools, made accessible by transportation facilities.

Before 1920 less than 20 percent of the Negro high schools were accredited, today approximately 40 percent are accredited—848 by the State departments of education and 102 by both the State departments of education and regional associations. There are 383 State-accredited rural high schools, only 8 of which are also accredited by a regional association.

Availability of Schools

Only a few public-school authorities recog-

nized their responsibility to provide secondary education for Negroes 25 years ago. Immediately after the World War, however, interest in this phase of education began to grow. Much stimulus came from private foundations through the guidance of the then newly appointed State agents for Negro schools and the Jeanes supervisors. The number of public high schools increased from 64 in 1915 to 1,316 in 1930. In spite of this progress there were still 230 counties in 1930 with a Negro population of 12½ percent or more of the total population without high-school facilities for



Geographical distribution of 761 4-year accredited high schools for Negroes. In the 17 Southern States and the District of Columbia there are 735 4-year accredited high schools, with an estimated average enrollment of 100, for 869,641 potential Negro high-school youth 14 to 17 years of age. (Data on schools were supplied by State departments of education.)

colored children.¹ Today the number of these counties has decreased to 87 (table 1). The number of counties with a Negro population of 12½ percent or more of the total population with no 4-year high-school facilities for colored children has decreased from 195 in 1930 to 115 in 1940 (table 2). On the basis of the 1930 census the numbers of Negroes of high-school age in counties without any high-school facilities in 1930 and 1940 were, respectively, 158,939 and 45,669; the numbers without 4-year high-school facilities in 1930 and 1940 were, respectively, 197,242 and 101,633.

It will be noted from table 1 that type A counties having no high-school facilities for Negroes were reduced during the past decade by approximately 100 percent, and types B and C by about 200 percent each. Virginia, Georgia, and Mississippi are particularly out-

standing in their reduction during the decade of counties of all types having no high-school facilities for Negroes. Studies made by the Office of Education indicate that the Negro high-school enrollment increases in direct ratio to the provision of high-school opportunities, and that a large proportion of the youth who are out of school are out because of lack of available facilities and ineffective programs.

Two indexes of growth in number of high schools for Negroes are the increases in high-school enrollment and in the proportion of pupils in the upper grades. In 1914-15 there were 8,707 Negroes enrolled in all public high schools in the Southern and border States; in 1937-38 the number had increased to 207,884. Of the total Negro school enrollment in 1917, 6.7 percent was in high school, while in 1938 the percentage was 8.6. That there has also been an improvement in the distribution of Negro pupils among the different grades is shown by the fact that 38 percent of all Negro high-school pupils were enrolled in the first year in 1938 as contrasted with 47

percent in 1925. The percentages enrolled in the second year were about the same for 1925 and 1938; but for the third year the percentages were respectively 16 and 19.3; and for the fourth year they were respectively 8.8 and 14.3.

In 1939 there were 26,402² Negroes who graduated from 4-year high schools in the 17 Southern States and the District of Columbia. This is 7,160 more than the total number enrolled in 4-year high schools in the same States in 1917-18. There were 1,159 graduates from the separate schools in Illinois, Indiana, and Kansas.

Needs To Be Met

Although the Negro high-school enrollment has increased at an encouraging rate during recent years, much greater progress must be made before the standards for all races of the country as a whole or of the South are reached. This becomes obvious when it is

² Graduates for Kentucky are estimated.

(Concluded on page 320)

¹ U. S. Department of the Interior, Office of Education. Secondary education for Negroes. Washington. U. S. Government Printing Office, 1932. (U. S. Department of the Interior, Office of Education. Bulletin, 1932, No. 17, Monograph No. 7.)

Implementation of Studies

by Carl A. Jessen, Specialist in Secondary Education

★★★ There was once an investigator who labored long and successfully to discover worth-while truths concerning education—findings with regard to pupils, curriculum, teaching methods, material equipment, organization, and numerous other subjects. As he finished each study he carefully prepared a report setting forth his approach to the problems involved, the methods used in securing data, an analysis of the results, and an array of recommendations based on his findings. After seeing the report through the process of printing and distribution to readers, he set about making other investigations and preparing reports on them—assuming always that by making the findings available he would influence practice.

And for some time he did influence practice. But as his success grew and his reputation flourished, the idea took root in many quarters—more and more investigators began to cultivate the educational fields until the harvest became so plentiful that a large surplus was built up. The variety in product was most perplexing and the amount of it was surfeiting in its abundance. Moreover, some of the product degenerated in quality and increasingly it became necessary to hunt through considerable chaff to find the kernels of weight and value.

Inadequate Time and Energy

The consumers at first spent long hours searching out these kernels, but as time went on and the harvests became more and more abundant and confusing, and each day still had only 24 hours in it, many of them gave up the search. In some cases this might be charged to indifference, but more often it was a case of inadequate time and energy being left after the day's duties had been performed.

The condition finally came to such a pass that large numbers of consumers went to the producers saying:

"You producers know what is most significant and worth while in your product. Cannot some method be devised by which you will select those elements which are most to be desired? Having done that, we hope that you will develop a distribution system which will not only make us aware of the existence of these truly important products but will assist us in converting them to our own good."

Committee Membership

The Committee on Implementation of Studies in Secondary Education is undergoing expansion as this is written. The following organizations were members at the time the report was accepted. Each organization had one representative named by the organization itself:

American Council on Education, George F. Zook.

American Youth Commission, Floyd W. Reeves.

Commission on Teacher Education, Karl W. Bigelow.

Cooperative Study of Secondary School Standards, Carl A. Jessen.

Educational Policies Commission, J. B. Edmonson.

National Association of Secondary-School Principals, Will French.

Progressive Education Association, Willard W. Beatty.

Regents' Inquiry into the Character and Cost of Public Education in the State of New York, Luther Gulick.

The committee has one advisory member, William G. Carr. E. D. Grizzell had directed as its secretary. Dean Edmonson served as chairman.

Unfinished Parable

Thus might be written an unfinished parable describing the steps leading to the establishment of the committee on implementation of studies in secondary education. How the story is going to end only the future can reveal. But at least a start has been made, and this spring the committee is releasing its first report¹ with recommendations for a continuing service in implementation.

Implementation is a concept of which the educational world has become progressively conscious within recent years. Not so long ago "implementation" was a dictionary word—and furthermore was to be found only in some of the dictionaries. Consequently, definition may be quite in order.

¹ Educational Studies and Their Use. The report is printed and distributed by the American Council on Education, 744 Jackson Place, Washington D. C.

Committee's Definition

The committee states that implementation "has to do with developing in the appropriate public sufficient understanding of the findings and recommendations of a study to result in action." At another place the report defines implementation by listing the principal activities of an implementation program. In fact the definition in this case is of a complete study-production-implementation cycle, involving nine steps. The first three of these are well known in research circles; they concern (1) identification of a research problem, (2) solution, and (3) reporting the solution. The remaining six steps (or activities), however, have a much closer connection with implementation. They are (4) to discover the readiness or receptiveness to the findings by professional educators and the general public, (5) to present, and, if need be, to translate, the language of the report in order that it may be intelligible to those whom it is intended to benefit, (6) to utilize such means and methods as may be most appropriate and effective in giving currency to the findings and in interpreting them, (7) to give special assistance in the way of advice to those who are attempting to incorporate research findings into practice, (8) to evaluate the effectiveness of the implementation procedures employed, and, finally, (9) to discover and study problems of implementation as they are revealed through experience. The committee on implementation emphasizes the importance of completing the entire cycle and aims to assist agencies in having their findings not merely understood, but translated into practice.

It will be seen from all this that implementation is fundamentally concerned with bridging the gap between consumers of research and producers of research. Over the bridge thus constructed will pass the products of research—products designed to fill the needs of those who are in immediate charge of molding the careers of youth. In performing this service implementation needs to hold firmly to the ideal of freedom of the road: Freedom of the producers, i. e., the investigators, to bring forth and publicize any findings which are scientifically correct; freedom of the consumers, i. e., teachers, school administrators, and lay public, to determine which of the findings shall be applied to solve the educational problems which they face.

(Concluded on page 318)

The Relation of Health Education to Public Administration¹

by John W. Studebaker, U. S. Commissioner of Education

★★★ One of the important issues in public administration today centers about the question, Who shall be responsible for the school health program? This question raises correlative issues as to the proper structure of governmental organization for the efficient performance of certain essential services in our society; as to the uniqueness of the function of public education; as to the administrative limits within which the educational program of the schools should operate; and as to the wisdom of a possible realignment of the general controls of organized education, which would distribute educational functions among a number of governmental agencies.

If, then, the school's distinctive function is to provide a well-organized and well-balanced educational program designed to develop understanding, habits, and attitudes which will be helpful to the individual in meeting his personal and social needs (including the need for ability intelligently to criticize his government), it follows that the schools must

balanced educational program, but the rendering of specialized services to particular clients?

Would not this division of responsibility, if generally sanctioned, result in the anomaly of a public health department responsible for administering the program of health education in the schools, of the department of safety responsible for directing the school program of safety education, the recreation association taking responsibility for the physical education and recreation activities in the school, the public library board controlling the purchase, distribution, and servicing of the books used in the school program, the State employment service directing the vocational guidance and placement services of the schools of the State, and the public welfare agencies administering a child welfare program in and through the schools? We might even witness the State department of agriculture responsible for direction of agricultural education in the public schools, and the State industrial commission for the industrial education program—all of these agencies reaching into the schools with their own personnel responsible not to the board of education but to their own separate authorities. On the face of it, this picture of the dispersion of educational responsibilities is a reduction to absurdity of trends which in greater or lesser degree are now apparent in the Nation, and in the various States and localities. Why does the dispersion of educational responsibilities and the extension of noneducational controls appear to be absurd? The answer is because good principles of organization are obviously violated thereby. What are some of these principles of organization?

New Bulletin

The United States Office of Education will have from the press, within a short time, a new bulletin entitled *The Administration of School Health Work*, by Dr. Fred Moore, director of health education, Des Moines public schools, and Commissioner Studebaker.

See later announcement in *SCHOOL LIFE* of its availability from the Superintendent of Documents.

be protected against the encroachment of partisan politics, of special interest groups, and of propaganda agencies, each seeking to control the schools for its own particular purposes. It follows also, in my opinion, that boards of education whose clear responsibility is to protect the right of the learner to learn should be set up independently of other local governmental agencies, in order that such boards may be held clearly accountable for the discharge of their unique and indispensable educational responsibility.

Of course, problems sometimes arise with respect to the incidental educational programs of other public agencies. Should a public health service, an employment placement service, a public welfare board, a recreation council, a relief agency, or a library board each be responsible only for the educational programs incident to its own operations with the special clientele it serves, or should it extend its authority to include direction of its specialized phases of work in the educational programs of the schools? Are there not dangers in trends which would divide the responsibility for the conduct of school functions with other agencies whose controlling purpose is not the provision of a well-rounded and

Most of us in public education disagree with those who see little or nothing unique in the functions of the organized schools. Standing in loco parentis, the schools are concerned with bringing about the nurture and development of the individual through carefully selected and well-organized experiences. The schools select from life those experiences, which, when presented to learners in a properly organized scheme, will be most productive of the learners' present growth and most useful in meeting their future needs. The curriculum of the schools is not developed in a vacuum or formulated in an ivory tower. It is drawn from the arena of life itself. Under this conception, there must be a sifting, an appraisal or evaluation of the accumulated wisdom of the race to determine what is of most worth in meeting the developmental needs of learners. Education thus reflects the interests of life, and brings together in well-balanced programs of learning, those materials and those educational processes which accelerate growth in understanding among learners.

It is clear that many special services of government are essential to our modern mode of living, and that the school should not presume to undertake these noneducational service functions. The unique function of the school as an educational agency involves the development of the social understanding which will enable citizens to evaluate these and other services of government.

¹ Address recently delivered before the American Association for Health, Physical Education, and Recreation, Chicago.

ganization. Both features must receive due recognition in the development of an efficient organization of effort in any field whatsoever.

In the subdivision of work and specialization of functions, or in the aggregation of functions for the organization of effort, four criteria may be used: (1) The major purpose to be served; (2) the character of processes employed; (3) the clientele, or the materials dealt with; and (4) the place of operation. For example, let us consider the doctor who spends all his time examining children in the public schools. Shall we say that he is primarily a specialist in medical knowledge and techniques and that he should therefore be responsible to the city department of health; or that since he is examining children in the schools, he should be responsible to the board of education? Or should we look primarily at the major purpose of his work and decide his place in the organizational structure on that basis? If his major purpose is educational, i. e., if he is primarily concerned with providing experiences for these children in the schools which will result in the development of knowledge, habits, and attitudes looking toward healthful modes of living, then it would seem to be clear that since his is an educational function he should be responsible to the educational authority. If, on the other hand, the major purpose of his work with school children is to identify and treat pupils who need medical care, or to correct physical defects, then, in my opinion, since his work is primarily therapeutic or restorative, he should be regarded as an employee of the department of health. The point which I am trying to make is that for purposes of the organizational structure, the most significant question to be asked is that concerning the controlling purpose of the duties performed by this doctor. If we are to avoid unnecessary difficulties and the duplications and inefficiencies growing out of a muddled structure of administrative authority, and if we are to avoid the chiseling away of educational functions by agencies whose primary function is not education, we should insist upon placing the school health program in charge of the educational authorities.

This brings me to the moot question as to whether or not the school authorities should provide treatment for defects discovered in the medical and dental examination of children. Besides these health examinations, school health programs commonly include two other major phases, i. e., health protection and health instruction. Health protection involves the control of the school environment, including the physical aspects of buildings and grounds, the character of the school program, and the school contacts of human beings with one another. This factor of human contacts includes not only contacts among the pupils themselves but also the relation of the whole school personnel, including the custodial force, to the physical and emotional well-being of the pupils. Health instruction consists of the formation of habits, the acquisition of knowledge, and the creation of attitudes conducive

to healthful modes of living. It involves instruction by means of curriculum materials which are related to the child and his activities in his total environment. The school health program also includes physical activities properly graded to pupil capacities and interests; balanced programs of study, work, and recreation.

Now health instruction should be closely linked not only with the health examinations and the protection program, but also with the total program of the school. Neither school health protection nor instruction, however, in the judgment of many educators properly includes the treatment of defects disclosed by dental and medical examinations, even though such treatment may in some instances be prerequisite to the achievement of the major educational objectives of the school program. It is the general consensus that a clear line can and should be drawn at this point. Medical treatment, with the exception of first aid, even though necessary should not be given by the schools but should be provided through those other agencies whose controlling purpose it is to provide such treatment. Medical or dental treatment per se is not educational but restorative. It may be agreed that provision of glasses, treatment of impaired hearing, extraction of teeth, and immunization against diphtheria, are required in the case of some children before the educational program of the schools can be effective. By the same token, some children will require food and clothing as well as medical attention before they can be expected to profit from any school program. And yet if the controlling purpose of the school health program is education, and if the school operates in a situation where it is feasible to secure medical services from medical agencies, then it would seem to follow that the school's obligation extends only to the identification of pupils needing such dental or medical service, their referral through their parents to the proper service agencies, and follow-up to see that the necessary services have been provided.

This means that public education in general must work out methods by which the essential medical and dental services to pupils may be provided by appropriate agencies. School authorities may well be expected to take the initiative in the organization of a community health council for this purpose. One of the first obligations of such a council would be a functional analysis of community health agencies themselves to serve as a starting point for voluntary coordination of effort. The service area of each organization should be clearly delimited upon the principle of the controlling purpose which the agency serves. Good administration will require that duplicating areas be reduced to a minimum; and that the schools be held responsible for their health education functions, for the selection of educational experiences to be included in the health curriculum, for the selection of personnel, for determination of the methods of teaching to be used, and for evaluation of

the results of the health education program.

The multiple relationships necessary to carrying out a program of health education in and by the schools require that the employed personnel responsible for the various phases of this program must be in the line of authority from the board of education through the superintendent, the director of health education, to the principals, teachers, and pupils.

* * * * *

It has been necessary time and again for the school to extend its concept of education and to develop its program and personnel to meet the needs of a growing population under constantly changing conditions. The school program of today with its many activities contributing to the development of individuals fit to live in the modern world, when compared to the school program of 50 years ago, is eloquent proof of the ability of the schools to make important expansions and adaptations. The schools have accepted the responsibility for the development and maintenance of well-conceived and effective school health programs. No other institution except the home has so much contact with children and youth or so golden an opportunity to give them significant instruction and compelling motives in matters pertaining to health. Our national health status is high; in fact, "not equalled by any nation of similar size of mixed races." Yet there is much to be desired and a great deal to be done in the further development both of health education and of medical services. Because of the progress the schools have made and are making in the field of education for health, which is their peculiar province, it seems to me that there is no warrant for the displacement of a school-administered health education program, State or local, by another agency. Obviously there is so much that can advantageously be done by schools and public health authorities working together that our persistent effort should be the development of cooperation rather than the assumption of control by either group of functions which do not properly belong within its legitimate sphere of authority. It is my belief that progress will be most rapid if the needed improvement in school health programs is undertaken by the educational authorities themselves, employing additional trained health education personnel where needed, rather than imposed from without by another agency.



Convention Calendar

NATIONAL COUNCIL OF TEACHERS OF MATHEMATICS. Milwaukee, Wis., July 1-3.

NATIONAL EDUCATION ASSOCIATION. Milwaukee, Wis., June 30-July 4.

Organized Parent Education

by Ellen C. Lombard, Associate Specialist in Parent Education

★★★ What is the difference between parent education and parent-teacher associations? This question was asked of an experienced schoolman and his reply was, "There is no difference."

No doubt this answer has considerable truth in it since parent education has found widespread expression in the movement of parent-teacher associations which constitutes millions of organized parents and an unknown number of parents' organizations not federated.

It was inevitable that parents, organized for mutual welfare, would sooner or later look around for definite and authoritative knowledge of how best to solve their daily problems, how to meet the growing needs of their children and how to create an environment which would insure the safety and happiness of the whole family.

But of course there is a difference between parent education and parent-teacher associations. Parent education is an aspect of education which has become vigorous and professionally important during the past decade.

Emphasis of programs in parent education varies in different organizations and institutions according to purposes and to leadership. For instance, the program of the Child Study Association of America is characterized by its pioneer work in developing principles, techniques, and materials for the education of parents, and by its flexibility in setting standards and meeting changing needs. Leaders in this organization have maintained a scientific approach to their work which has been of national significance.

There are several organizations which conduct some aspect of parent education as a major project, such as the National Council of Parent Education, an organization made up generally of professionally trained workers, and others of more or less professional experiences.

The American Association of University Women conducts a project in parent education for its membership which is also characterized by scientific methods, techniques, and materials used by study groups of college-trained parents.

Still another organization, the American Home Economics Association, has made its contribution to the development of parent education within the home economics program. The work is characterized as professional for trained workers in home economics.

The National Congress

Notwithstanding the fact that parent education has been and still is carried on under a great variety of public and private educational auspices—national, State, and local—it

reaches a vast constituency as it is projected in the program of the National Congress of Parents and Teachers. For about 10 years two trained persons have conducted the program of this national group, one of whom was a national chairman of parent education—a voluntary worker; and the other, a paid field worker. This project was far reaching in its purposes which were:

"To develop within each State the resources (for parent education) of that State; to work for the coordination of all organizations (having parent-education programs) within the State in their own councils, communities, or bureaus; and to give parent-teacher associations in these States such services as would bring them into close contact with the educational organizations and institutions concerned with parent education within the city or State."¹

In order to furnish guidance material the National Congress has issued several year-books for parent-education leaders and other publications containing source material, discussion topics, and subject matter. Its official organ, the *National Parent-Teacher*, has contained outlines and articles for parent education. A parent-education *Guidebook* answered questions of organizations of groups for study, leadership, methods of conducting groups and projects.

A series of radio programs was arranged in cooperation with the United States Office of Education which parent-teacher associations used nationally in guiding their discussions.

The total number of parents' study groups today in the United States is unknown but the National Congress of Parents and Teachers reported that during the year 1938-39 groups in 30 States were in action with a membership in these groups of 226,845 persons.

Parent Education in States

The democratic way seems to be exemplified in the development of parent education in State parent-teacher associations in the following respect, that although the national organization maintains a parent-education committee with a trained person as chairman to promote and give guidance to State work, and furnishes materials for guidance, State leaders are not required to follow any pattern that is offered. They may create their own programs according to the needs and interests of their members and to the situation in which they are working.

Many of the State parent-teacher associations have a State chairman of parent education who promotes the work and gives guidance and services to the local units throughout the

State. But here too is found a democratic procedure. Local units are not necessarily limited to the recommendations given by the State chairman of parent education. However, the need of local communities for help in procedures, services, and suggestions for projects and activities is so great that local associations generally welcome the aid of State and National leaders.

Some Significant Examples

It would be impossible to include here a complete statement of the achievements of parent education under the sponsorship of the PTA and the elements that entered into the projects, but the following are examples of what is at the moment going forward in some States under the PTA.

In California

The California Congress of Parents and Teachers maintains a bureau of parent education under a manager; who reports that there are two types of groups in the State: (1) adult education classes led by the chief of the bureau of parent education or others in the State department of education, who are paid from State funds, and (2) study groups conducted by lay leaders, who work without compensation. During the year 1938-39, 1,631 classes were held, 664 of which were under certified leaders. The registration for all groups was 80,444. In addition, there were 259 radio listening groups with 2,046 enrolled. However, this number engaged in study is only a fraction of the 240,506 PTA members in this State. Of these members more than 35,000 are men and 26,499 are teachers.

Officers of the California Congress are sent to various parts of the State to promote study-group work in rural as well as urban communities, and last year, 1938-39, regional conferences were held in three large cities at which representatives of 23 districts were present where the chief of the bureau of parent education of the State department of education conducted the discussions. In addition to this means of training leaders, a weekly broadcast on parent education for listening-in groups gave to leaders another opportunity for improvement.

In Michigan

Next to California in size of enrollment in parent-education work under the guidance of the PTA is the State of Michigan which reported 234 study groups in action during 1938-39. One hundred and fifty-eight of these groups were reported to be in cities, 7 in consolidated schools, 33 in rural schools, and 36 groups were not reported in any type of

¹ National Parent-Teacher, November 1939.

schools. In all groups there was a membership of 35,078.

For 10 consecutive years the Michigan Congress has cooperated with the extension service of the University of Michigan in conducting a 4-day parent-education institute at which classes in parent education were held each day. The attendance in 1939 reached approximately 1,300.

In Oklahoma

Oklahoma parent-teacher groups have sponsored parent-education projects for many years but particularly during the past decade. An outstanding project for the past year has been a weekly radio forum on family life. This originated in the University of Oklahoma where programs were broadcast throughout the State and by means of informal discussions, lectures, and dramatic presentations to individuals or groups of parents. Parents were stimulated to read or study about family situations, school problems at home, and other subjects.

Questions and references relating to each broadcast were sent to members of the radio group with suggestions of how a radio discussion group should be organized and conducted. The university issued certificates to parent-teacher associations sponsoring groups who listened to at least 18 broadcasts during the year. It was reported that the exact number of listening groups throughout the State could not be discovered but that there were at least 100 groups that enrolled for the program.

In Utah

The Utah Congress of Parents and Teachers also sponsored for 3 months a weekly parent-education radio project which was instituted in cooperation with the State department of public instruction and the extension division of the University of Utah. The subject of this program was *Today's Children—Tomorrow's Adults*. The purpose of the series was to provide parents throughout the State of Utah with opportunities to listen to discussions on family life, to encourage reading and study, and to encourage the development of study groups of parents interested in better home life. Certificates were issued to registered groups who had listened to at least six broadcasts. Some of the dramatic presentations were on such subjects as *Susan Takes a Stand for Liberty*, *Lillian Doesn't Care How She Looks*, *Friends at the House*, *Tom's Love Affair*.

In Indiana

Parent education is advancing in Indiana. Last year 310 study groups having a total membership of 6,488 were active. Of these groups 263 were in cities and 47 were in rural communities. It was reported that 2,009 certificates were awarded to members who completed 8 hours of study required. Purdue University cooperated with the Indiana Congress in a 2-day parents' institute.

In Maryland

The parent-education program of the Maryland Congress moved forward during 1938-39 in several directions. Leadership has been provided at the University of Maryland through three training classes for leaders from various parts of the State. This has increased the number of parents study groups. Parent-education bookshelves have been placed either in the schools or in the town library.

In New York

Parent education in the State of New York has developed from the beginning with the active cooperation of New York State Parent-Teacher Associations although the work has been organized and directed by experts in the bureau of child development in the State department of education. In 1939 there were 323 parent-education study groups with a registration of more than 5,000 members. These groups were conducted by trained lay leaders and were an integral part of the parent-teacher association program. The New York Congress of Parents and Teachers has established standards for parent-education groups so that the work will be educationally sound. Two types of groups are conducted under the parent-teacher associations: (1) Groups led by recognized professional leaders for leadership training, and (2) groups led by lay leaders under professional guidance and by professional leaders. Lay leaders in this State do not receive remuneration. The State department of education furnishes the parent-teacher associations with a great deal of excellent material, such as *A Handbook on Parent Education in New York*, *A Primer on Parent Education*, a series of discussions on practicing democracy, radio skits, dramatic presentations, discussion outlines, and correspondence courses for leaders. The State congress of parents and teachers authorizes a special certificate in parent education if the group in parent education fulfills the requirements of the organization.

In Ohio

In Ohio the State congress of parents and teachers employs a full-time director of family life education who conducted 101 study groups last year (1938-39) with a total of 3,176 persons attending. This work has the cooperation of educators, the Ohio State University, and the State department of education. Institutes in family life education and schools of instruction are conducted to promote and strengthen the work in Ohio.

In Iowa

It is reported that 92 percent of the parent-education groups in Iowa are sponsored by parent-teacher associations. Trained leaders from the child welfare research station of the university give training courses to prepare lay leaders for parent-education study groups. The procedure is as follows: When parent-teacher association leaders in a community are in need of leadership training they jointly

ask an expert from the university to conduct a training course, using generally the subjects of the preschool-age child, school-age child, adolescence or family relationships. During the past year there were 267 parent-education groups in Iowa with a membership of 5,681 parents. Much of the work is carried on in counties and thus rural parent-teacher associations improve the quality of leadership. The chairman of parent education of the Iowa Congress does the initial promotional work in advance and gets the group ready for instruction by the expert who is sent by the university.

Parent-teacher associations in Iowa have been greatly helped by the programs of the Radio Child Study Club which have been presented for 8 years cooperatively by the university, the State College at Ames, and the State Teachers College at Cedar Falls.

This year (1940) four courses are offered which will cover a period of 2 years. Parents may register under the group plan for which there is no charge, or the individual plan, for which there is a registration fee of 50 cents.

In South Dakota

Despite the long stretches between cities and towns in South Dakota parent education has made progress throughout the State. Under the sponsorship of the State parent-teacher associations, 93 parent-education study groups were reported last year, and at the conference in 10 districts parent education panel discussions were conducted. Progress is reported in Indian units where food, clothing, health, child care and training, are emphasized.

In Colorado

The plan of the work in Colorado as outlined by the State chairman of parent education includes fall institutes for parent-education leadership training which are held in the seven districts, county presidents of PTA's, county parent-education chairmen, and local parent-education chairmen meet in conveniently located places for an all-day institute. These institutes are sponsored by the State congress of parents and teachers. In 1938-39 there were 275 parent-education groups with a membership of more than 9,000 participating.

In Every State

There is evidence of parent-education work in every State in the Nation in which parent-teacher associations are organized: In New Jersey there were 500 study groups with a membership of 9,591; in Illinois there were 279 parent-education committees in parent-teacher associations which organized study groups during 1938-39. They promoted leadership training courses and interested rural groups in this aspect of parent-teacher work; in Idaho 74 study groups had an enrollment of 1,257 persons and in Louisiana parent-teacher associations there were held 600 parent-education

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The Court of States at the New York World's Fair, 1940.

Education at the World's Fair

by Rudolf Kagey, Director of Public Education, World's Fair

★★★ The educational possibilities of a World's Fair are boundless. Teachers have long taken advantage of them; but fair managements have not fully accepted the responsibility implicit in the educational phases of the exhibits. The World's Fair in New York recognizes this responsibility.

Its department of public education serves not only teachers but fair visitors who have a particular interest educationally. The department's most effective work can be done with and for teachers in the schools. In the first place, the curriculum gives a ready-made basis on which to organize a program in advance.

The fair material is classified under four main heads: Foreign, industrial, State and municipal, and amusement. Under each of these headings there is the natural physical division by buildings, by exhibitors, so the visitor with random interests finds his entertainment already somewhat organized. His approach is likely to be a topographical one; he starts in here and he goes on until his feet or his visits give out. There is something to be said for this technique. In a world rapidly succumbing to dictated patterns, we may well be proud that at our American fairs there is nothing which every visitor is drastically re-

quired to see. He may go where he chooses and see what he wants to.

The difficulty, though, is in making sure he does see what he wants to. This problem exists, no matter how loose and uncoordinated one's interests are; the more clearly defined those interests, become, the greater the problem. Fundamentally a man or a woman is interested in a range of ideas, and ideas cut across and through the various fair exhibits. This is especially true in the case of teacher and pupil visitors who wish to link their trips to the fair to classroom experiences.

For example, a class in high-school chemistry may wish to see how chemistry has transformed the processes of production. There is, of course, no single exhibit labeled "chemistry," but the subject is dynamically illustrated in a score or more, from agricultural displays to intricate industrial arts. It is the work of the department of public education to assemble and list these and suggest itineraries for young chemists.

Or perhaps an elementary school class is making a study of conservation. Again there is no single building or area devoted to conservation, but there are many colorful and thought-provoking exhibits here and there which may be assembled into a coordinated picture of the various aspects of conservation, their importance, technical devices appropriate to them, and the serious effects which follow if they are ignored. Some of these will be found in State and United States Government buildings, some in foreign, many (especially the results of conservation) in industrial exhibits. They can be linked together into a tour of definite direction and order.

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The Lagoon of Nations and the Court of Peace at the New York World's Fair 1940 as seen from an airplane. In the distance, at the head of the Court of Peace, is the U. S. Government Building, flanked by the Hall of Nations.



Education for Inter-American Friendship

by Philip Leonard Green, Research Director, Radio Division

★★★ It is becoming a widely recognized fact that the attainment of amity among the peoples of America is largely a matter of education.

Although the process is not necessarily as complicated as some persons picture it, neither is it by any means a child's game. It obviously involves the reaching of millions of minds of varying degrees of intelligence in 21 different nations, each with one or more psychologies peculiar to itself and each requiring a different approach.

One does not have to be very old to remember the day when to write on education for inter-American friendship would have been like crying in the wilderness. Then, the publication of a book on Latin America was really an event. The occasional articles on Latin America that appeared in the papers were eagerly pounced upon by those interested, with an enthusiasm which only a collector of rare objects can understand. To devote one's self to things Latin American in those days was to arouse concern for one's sanity among friends and relatives. Who could have dreamed then that there would ever be a day when books and articles—and experts—on Latin America would be legion?

An illuminating discussion of this situation took place in Washington, not long ago. It was at one of the group sessions of the Conference on Inter-American Relations in the Field of Education. One group felt that young people in our country should be encouraged to undertake Latin-American studies simply to enrich their own cultural development. The other side believed that the basic need for such studies arises largely because of possibilities for commercial or other profitable careers in this field. I could not help remembering that hardly anyone ever expects studies relating to other areas of the world to pass muster from a utilitarian standpoint. Let the region just be far enough away and little doubt is ever expressed as to the value of our studying it. But when it comes to the one group of countries which bear to us a historical and geographical relationship entitling them not only to attention but to preferential attention and we still ask, What are you going to get out of it? This query is being raised now in articles and letters to editors in many parts of the country. The defaults on payment of debts and the confiscation of certain properties have been cited as proving the futility of our trying to promote better understanding with other American peoples. Yet, was it not largely because of the wide-

spread ignorance concerning Latin America which existed both among those who had direct dealings there and among our populace at large, that things like this could and did happen?

A Civic Obligation

It is missing the point to base the justification, if any be needed for Latin-American studies, solely on their cultural values, rich as these undoubtedly are, or on their being the open door to brilliant careers, however true this may be in certain cases. The thing which clothes them with an importance transcending either of these two considerations is that our destinies and those of the other American nations are becoming united by bonds far stronger than any temporary zeal may forge. The logic of events indicates that the study of Latin-American affairs should become a civic obligation. This obligation exists for all. It is not limited to those who intend later to enter commercial or professional pursuits in this field.

The latter, of course, should be the object of considerable concern, since the havoc which ignorance can work with our inter-American relations is dangerous when it prevails among those whose jobs bring them into contact with people of other American nations. Every personal relationship of our businessmen, teachers, students, or any other individuals, with Latin Americans, either in their own countries or in the United States, can help or hinder inter-American rapprochement. After all, inter-American relations are never in the abstract; they are always between individuals and groups of individuals. In short, inter-American relations are nothing more nor less than the sum total of individual relationships. Now whether these relationships help or hinder the cause of friendship, depends almost entirely upon the degree to which those participating in them possess adequate capacity for understanding other American peoples.

Vast Opportunities

Many educators have for some time visualized the vast opportunities for service in this field. But they have also realized that they could not accomplish the best possible results except through intelligent cooperation with those of other interests. Historians, for example can cooperate with those in economics and linguistics. Particularly with regard to the latter, they will

find much of value in cooperation, since students will consider Latin-American history increasingly interesting and significant when they begin to understand the psychology of the peoples as revealed in part by their languages. While I would not say that one cannot understand certain phases of life in Latin America without a knowledge of Spanish and Portuguese, it is only through a fairly close acquaintance with these languages that one acquires the ability to sense the thought processes of those peoples and thus the reasons behind the events which history records.

There are numerous ways in which different departments of universities, colleges, and high schools may so pool their facilities as to result in maximum benefits to students of Latin-American affairs.

At the present juncture in our relations with other American republics, we can ill afford to overlook any methods, person or group of persons, however seemingly insignificant, that can help our Nation prepare itself for a new era of inter-American cooperative living, an era which we fervently hope may in time encourage, uplift, and serve all humanity.



On This Month's Cover

Many recent publications of the U. S. Office of Education are pictured on this month's front cover page of *SCHOOL LIFE*. On the inside of the back cover the reader will find a helpful list of some current publications of the Office in many fields of education.

You Are Invited

The United States Office of Education cordially invites you to visit its exhibit booth at the National Education Association Convention, in Milwaukee, June 30-July 4, inclusive.

The booth is number D-13. New and current publications of the Office will be on display. Sample copies of *SCHOOL LIFE*, official journal of the Office, and lists of publications, may be obtained free upon request.

Convention exhibits, opening June 29, are to be displayed in Mechanics Hall directly below the main arena of Milwaukee Auditorium where the principal sessions of the convention will be held. The accessibility of the convention exhibits to the principal meeting places should tempt delegates to spend much time inspecting materials on display.

Certification of CCC Educational Work

by Howard W. Oxley, Director of CCC Camp Education

★★★ The educational program in the Civilian Conservation Corps camps is maintained for the benefit of 300,000 young men between the ages of 17 and 24. The average educational level of these enrollees is eighth grade, their average age is 19. Consequently, they have not attended school for approximately 5 years. Records of the camps indicate that only one-third of 1 percent of CCC enrollees return to organized school work. These data together with the fact that the enrollment of new men in the camps takes place quarterly, thus creating a need for a year round program, must serve as a basis for any approach to the accrediting or certification of educational work in the camps.

A number of different objectives must be served, in providing a means of certifying the educational work of the corps. Those who desire to return to organized school work must be enabled to earn credits which are acceptable to the public schools and colleges. Enrollees who receive remedial training in the elementary subjects must be given an opportunity to secure eighth grade equivalency certificates. Those who pursue high school or other work even without the aim of entering college or reentering school must have the chance to earn a reward for their efforts. Enrollees who receive occupational training on the job or in class must be provided with a certified measurement of their achievement which will be meaningful to employers. Those who pursue special work such as lifesaving and first aid must be enabled to earn the proper certificates. Thus, in the camps as elsewhere, certification aims to provide tangible recognition and reward for effort and to provide a document acceptable to others who must for their various purposes appraise individual achievement of CCC enrollees.

Special Regulations

In order to meet the needs of enrollees who desire to return to school, or who wish to secure equivalency certificates either as a basis of further study or to meet the requirements for a beginning worker in business or industry, or who merely wish school credit for work done in camp, special arrangements have been made with State departments of education and with local schools. Forty States and the District of Columbia have issued special regulations covering the granting of academic credit for work done in CCC camp classes, and for the granting of equivalency certificates. The regulations referred to generally provide for administration of the cooperative plan, prescribe minimum clock hours, subject-matter materials, and stand-

P. C. 37814

RECORD OF CERTIFICATE

CIVILIAN CONSERVATION CORPS

ISSUED TO—

of _____ (Town)

_____ (State)

for proficiency in _____

C. C. C. Company No. _____

located at _____

Company Commander _____

Camp Educational Adviser _____

Project Superintendent _____

District Educational Adviser _____

CIVILIAN CONSERVATION CORPS

P. C. 37814

Proficiency Certificate

THIS IS TO CERTIFY THAT _____

of _____ while a member of C. C. C. Company _____ of _____

became proficient in _____

Dated _____

Company Commander _____

Camp Educational Adviser _____

Project Superintendent _____

Approved by the District Commander: _____

District Educational Adviser _____

ards of teacher certification, and the like. In addition, a federally financed cooperative plan operates through which 263 different schools and colleges adjacent to camps offered classroom instruction to 7,317 CCC enrollees, during the year 1938-39, who, of course, received credit for work done on the same basis as other students. Correspondence work also provides another means by which enrollees may earn credit. During the year 1938-39, 5,146 enrollees received eighth-grade diplomas or equivalency certificates, 1,048 received high-school diplomas, 96 received college degrees, and several thousand others earned unit or hour credit either for work done in camp classes, in classes in cooperating schools, or by correspondence.

Three Types of Certificates

The Civilian Conservation Corps itself issues three types of certificates—the unit certificate, the educational certificate, and the proficiency certificate. These certificates are granted to enrollees who do not intend to return to organized schools but who desire to earn a tangible recognition for their efforts.

The unit certificate is granted to the enrollee who successfully completes one unit of a subject. This unit must be accomplished in a minimum of 12 clock hours within a quarter. During the year 1938-39, 103,939 enrollees earned 174,277 unit certificates.

The educational certificate is issued upon the completion of 12 units of work, or a minimum of 144 clock hours. The enrollee must plan an integrated program of 12 units of work, and this plan must receive the prior approval of the camp educational committee.

Furthermore, the camp committee may, at its discretion, require a written and an oral examination at the completion of the enrollee's program. This examination may cover the entire 12 units of work. During the year 1938-39, 15,150 boys in the camps earned 17,096 educational certificates.

The proficiency certificate is granted in vocational and occupational fields, upon the basis of a practical test which may, at the discretion of the camp committee on education, include both a written and an oral examination. No specific number of clock hours is required for the proficiency certificate. An enrollee's application to take the examination for this certificate must receive the approval of the camp committee which examines all facts pertaining to the case. In addition, the appropriate district headquarters must review and approve the issuance of the proficiency certificate. On the reverse of the certificate is entered the number of hours of instruction received by the enrollee, his actual work experience in the field or in the camp for which the certificate is granted, and other pertinent facts, if any. This enables the enrollee to utilize the proficiency certificate when applying for employment or for registration at an employment office. During the year 1938-39, 23,836 enrollees earned 26,691 proficiency certificates.

Every effort is made in the Civilian Conservation Corps to stimulate enrollees to earn American Red Cross first aid and lifesaving certificates. This effort is carried out not only to strengthen the safety program in the camps, thus safeguarding the lives of the enrollees, but with the view of sending back to their homes and communities youthful citizens who

will be safety conscious. A further aim is to improve the employability of the enrollee, since many businesses and industries have established the first-aid card as a prerequisite to employment. All leaders and assistant leaders and all truck drivers and others in similar positions are required to earn the standard first-aid certificate, while all other enrollees are strongly urged to work for the certificate. Last year, 50,589 Standard American Red Cross certificates, 1,835 advanced certificates, and 46 instructor certificates were earned in the camps. Red Cross lifesaving and water safety work are also encouraged in the camps. Last year, 35 junior and 2,407 senior lifesaving certificates were earned by enrollees.

Standardizing Instruction

Gradually, therefore, CCC instruction is being standardized on a basis recognizable by educational accrediting agencies and by employers. The CCC curriculum not only provides the enrollee with instruction materials and instruction which are equivalent to those of other institutions, but provides work and other types of experiences which supplement and enrich the training of enrollees. Hence, the certification which the camp gives its men includes more than general or technical knowledge; it certifies that a man possesses qualities which are necessary for constructive living and successful employment.



Organized Parent Education

(Concluded from page 314)

meetings in 101 PTA groups and there were 50 radio-listening groups; in Alabama there were 300 child-study groups; in Texas 307 study groups were active with an enrollment of 6,440 members; in Tennessee the State congress had a trained parent-education specialist for full-time field service. The program in the Arkansas congress is related to the vocational education program and reports indicate that 137 study groups were active. A total of 243 parent-education study groups were conducted in 9 counties with an enrollment of 1,656 persons. Pennsylvania, Wyoming, Massachusetts, Mississippi, Nebraska, North Carolina, Connecticut, Florida, Vermont, Kansas, and other States are making steady progress.

It is obvious from the reports of the parent-teacher associations that parent education gains impetus in States where there is professional leadership. State departments of education, State colleges and school systems having such leadership help parent-teacher associations to set standards of procedure and to maintain them. They help improve parent-teacher programs and create an atmosphere in

which the home and the school may cooperate and they also furnish materials and suggestions for the work of parent education.

In order to insure that all associations, study groups, and individual parents shall have these advantages, each State department of education might well establish a division or bureau of parent education; each State teachers college might give its students in training a unit or a part of a unit of work in parent education; and each city school district might employ a trained parent-education worker.



Implementation of Studies

(Concluded from page 310)

How then is it possible to hold unswervingly to this principle of freedom and at the same time secure coordination in implementation activities? The answer would seem to be, through cooperative effort of the producing agencies. The report suggests that much of the confusion and even indifference to the findings of research arise from a lack of correlation in the implementation work being done at present—duplication of effort and apparent competition of study agencies. The Implementation Committee sees as one of its important functions the encouragement of producers of research to cooperate with one another in securing not only professional acceptance but practical action on their more important discoveries and findings.

The proposal calls also for establishment of an active advisory service, under the direction of the committee. The report states that this service will function "with regard to appropriate techniques to be used by individual producing agencies desiring to develop implementation programs." The report goes on to say that "this service might well be extended to consumer groups requiring assistance in identifying appropriate sources of data for use in their special fields of educational service." Principally the advisory service will establish contacts with three types of agencies: (1) Those responsible for the normal development of public opinion, such as the press, the radio, the forum, etc.; (2) those serving youth; and (3) those engaged in producing studies.

The committee contemplates making studies relating to means and methods of implementation. As conceived at present these investigations will deal with two principal areas:

1. Studies of techniques designed to improve implementation practices. These investigations will be for the purposes of evaluating the success of specific implementation techniques and practices used in reaching various groups as well as for the development of new techniques and media of implementation.

2. Appraisal of opinions regarding youth and services to youth held by different groups in the population. The effort here will be directed toward measuring the "readiness" of these groups for constructive proposals. The law of readiness which is so generally accepted as fundamental in the training of the young is too often ignored in dealing with adults.

A Good Reason

Education is by nature complex. It is probably futile to expect that it will ever be simple. This, however, is not a reason for dwelling more than is necessary upon its obscurities and abstractions. On the contrary, it forms, in the opinion of the implementation committee, a good reason for simplification insofar as possible. Consequently the committee is proposing a service which will assist in making the message of research intelligible to the various publics that ought to be reached by that message; will study the "readiness" of these various publics for the message; will provide a clearinghouse of information to both producers and consumers of research; will stimulate agencies to cooperate with one another in securing acceptance in practice of their most significant findings; and will progressively improve the techniques of implementation.



World's Fair

(Concluded from page 315)

The fair's theme, "For Peace and Freedom," is emphasized and underscored by brilliant historical dioramas, by exhibits stressing the amity of the 21 Republics in the Western Hemisphere, the "American Common," and a great musical pageant, "American Jubilee," built about highlights in our own history since the inauguration of George Washington.

The department of public education of the fair will issue teaching leaflets on six aspects of the fair: The Fair's Themes; Science at the Fair; Exhibits for the Elementary School Child; Social Studies at the Fair; Art at the Fair; and Food, Decoration, and New Products. These will be sent to all teachers and school administrators requesting them. They are not intended for pupil use.

These teaching leaflets are supplemented with more specific indices and directories dealing with the individual sciences, with different phases of home arts, and so on. The extent to which this subdividing is done will depend largely on the kind and quantity of inquiries which the department receives from teachers. The program will be kept flexible in order that, so far as possible, class-requirements may be dealt with individually.



In Public Schools

Florida Survey Report

The State Department of Education of Florida has recently issued a report of a survey of the schools of Dade County, Fla., including the cities of Miami, Miami Beach, Coral Gables, and other urban and rural areas. The survey was made under the direction of Edgar L. Morphet, director of administration and finance, and Milton W. Carothers, director of instruction, of the State department of education. The survey staff consisted of 37 members, nearly all of whom held educational positions in Florida. Bess Goodykoontz, Assistant United States Commissioner of Education, and H. F. Alves, senior specialist in State school administration, United States Office of Education, acted as consultants to the director of the survey and his staff. The report consists of three parts: Part I is concerned with factors affecting the educational program; part II, the present educational program; and part III, with a proposed educational program.

Cooperative School Survey

The citizens' planning committee for public education in New Orleans has issued a summary report on the New Orleans study and program of public education. The committee in its letter to the board of education says: "The report is the result of intensive study begun in February 1938 by Alonzo G. Grace, director, and his carefully selected professional staff, all of whom worked with notable cooperation with the committee, receiving many suggestions sent to them from members of the school system, interested citizens and civic groups. It thus represents the fruition of a cooperative community effort in which the training and experience of an expert staff were coordinated with the interests and suggestions of citizens of New Orleans. The report contains, for the first time in the history of our public-school system, a comprehensive and cooperative appraisal of the system, and a constructive plan for improvement."

New Agency

"Serious problems of suburban and 'downstate' public schools of Illinois," as reported by Ira L. Garman, president of the Illinois Association of School Boards, "are to be the subjects of continuous expert study by an entirely new agency just established through the cooperation of the Illinois Association of School Boards, Northwestern University, the University of Chicago, and the University of Illinois. The chief approaches expected from the commission are:

"1. Tapping the educational resources of the graduate schools of the three universities;

2. Adoption of the scientific method of survey, study of data and careful conclusions before recommendations are made; 3. Continued effort toward wise legislative reform for the public-school machinery of the State; 4. Cooperation of all educational forces in the State towards the enhancement both of education and educational opportunities in the State; 5. Establishment of a better understanding between school boards and the educational profession; 6. Guidance toward the present program of self-education and of school boards."

Janitorial Training

Missouri Schools, a publication of the Missouri State Department of Education, in announcing the dates for summer janitorial training schools in that State, says: "These training courses are sponsored by the local districts, the State teachers colleges, and the State department of education. They are designed and organized to give the janitor practical training in methods of cleaning, sanitation, care of school floors, school safety, fire prevention, ventilation, schoolroom lighting, temperature control, furnace care, and in maintenance and repair tasks. The courses are so graded that the janitor may complete one or more units at each school attended. Each janitor is given an opportunity to put into practice some of the methods and principles taught. All courses are directed by experienced men. A janitor may attend more than one school each year if he wishes to complete his training more quickly. All janitors are admitted to the courses free. Most school boards find it desirable to give the janitors time off while attending the schools; a number of boards pay the expenses of the janitors."

W. S. DEFFENBAUGH



In Colleges

Council of Higher Education

A permanent council of higher education for Arkansas was formed at a meeting of representatives of State-supported schools held in Little Rock, February 7, 1940.

The purpose of the council is to provide a basis for a discussion of problems of the State-supported institutions, and for a determination of general policies pertaining to the institutions.

Motion-Picture Course

Columbia University offers this coming summer session a course in the history and art of the motion pictures. The course is normally offered during the regular academic

year to a limited number of undergraduate students, but the enrollment in the summer session is open to all interested in the movies. Auditors may also attend the lectures. Visiting lecturers in the course will include representative members of the motion-picture industry, directors, publicity men, representatives from the story departments of various companies, and actors and actresses. Students will attend previews and theater showings of films as a regular part of the class work.

Youth and Money

"Youth and Money Management" will be the subject considered at the seventh annual summer session conference of Cornell University on August 8-10, 1940. A general session will be devoted to each of the following phases of the subject: Planning, saving, borrowing, and insuring. Outlines of speeches and bibliographies will be distributed at the opening session, and there will be a discussion period following each major presentation. The final session of the conference will be devoted to a consideration of how to teach money management in the schools.

Health Service Plan

Antioch College has recently established a health service plan which is founded on the thesis that adequate medical care is the right of every student, and that it can be provided for a reasonable figure. More specifically, each student is charged a medical fee, for which he receives, as nearly as the college can provide it, complete medical care: Hospitalization, physician's services, medicines—even surgery and care of specialists—when necessary and within fixed expense limits. Since Antioch works on the cooperative system (i. e., students study and work alternate periods, 10 weeks being spent on campus and then 10 weeks away in industry) the health service plan must protect students while they are working off campus as well as during periods at the college. Services outside are naturally limited to emergencies, for chronic ailments can be dealt with during periods on campus.

WALTON C. JOHN



In Libraries

TVA Plans

At the invitation of the Tennessee Valley Authority, library representatives from the seven States comprising the region assembled at Knoxville, Tenn., to take account of the present library situation and to lay plans for future development in that area.

TVA chairman, H. A. Morgan, pointed out that one of the main jobs of libraries is to help

persons understand thoroughly the economic and social problems confronting their own community. In cooperation with existing agencies, libraries have an opportunity, he said, to aid in working out these problems which can be solved not from the top but by the people themselves. Other speakers considered the agricultural and industrial problems involved.

On the basis of reports made by library extension leaders, school library supervisors, officers of professional library associations, and others, the conference approved a plan to set up a library council for the region, with the objective of coordinating existing library services and to effect adaptation to local needs. As the finding committee's report stated, "Traditional forms of library service may even be scrapped in order to bring about effective functioning."

Field Visitor

In a recent issue of *Illinois Libraries*, the monthly publication of the Illinois State Library, an account is given of the work of the school libraries field visitor during the first 7 months of this newly created position.

The field work, involving 176 visits in 34 counties, has consisted of visiting schools, attending and talking at meetings of rural school officers, elementary and secondary school principals, county superintendents, teachers, and pupils. Assistance has been given in selecting and ordering books, setting up charging systems, making out library budgets, starting library clubs, and selecting library furniture.

Besides correspondence, the office work has included the tabulation of data on Illinois school libraries and cooperation with the State department of public instruction in revising the library section of the rating sheet for elementary schools. Work with organized groups in the educational and library field has been another type of activity undertaken by the State school libraries visitor.

A New Policy

At a recent meeting, the Michigan State Board of Education adopted for the certification of school librarians a new policy, which will become effective July 1, 1942. After that date, new appointees, whether full-time or part-time, must meet those requirements in order to hold a valid Michigan certificate. Such certification is necessary to qualify the school district to obtain State school funds and to qualify the certificated school librarian for participation in teacher-retirement benefits.

Present holders of school library positions may continue in the same system with the same training even though they do not possess the necessary qualification for a certificate, but they must meet the new requirements if a change to a new position is made.

Library for Negroes

Lakeland Public Library in Florida has recently opened a branch library for Negroes,

with a good book collection including books both by and about Negroes. This branch building is an attractive bungalow and has standard library equipment. The librarian is a graduate of Florida A. and M. College and studied library science at Hampton Institute. The Lakeland Public Library has furnished library service to Negroes since 1934 through a book collection housed in a high school.

RALPH M. DUNBAR



In Other Government Agencies

National Park Service

The Virginia Natural History Institute, a new training course for outdoor group leaders, will be offered from June 24 to July 20, at Swift Creek Recreational Demonstration Area, Virginia, through the joint cooperation of the National Park Service, the National Recreation Association, the Virginia State Conservation Commission, and the Richmond Professional Institute, College of William and Mary.

Intended to provide training and practical field experience for leaders and directors of park, recreational, and camping agencies, and teachers, the curriculum will emphasize four types of activities: Daily field trips, informal lectures, laboratory work in the preparation of nature displays and study collections, and practical experience in arranging and conducting nature activities for children and adults.

Enrollment in the institute is limited to qualified students, with preference given to those expecting to incorporate its teachings into related vocations.

Recent Bulletin Issued

The Florida State Department of Education has recently issued a bulletin on *A Proposed Plan for Self-Measurement of Schools*. The purposes of this bulletin, as stated in the foreword, "proposes the establishment of State standards for each public school in Florida in each of the following five phases of education: Plant structure, health and safety features, aids to instruction, instructional personnel, and administration of the educational program."

Department of the Interior

Motion-picture films showing the various activities of the Department of the Interior in National and State parks, national monuments and historical areas, on reclamation projects, and on Indian reservations are available on a loan basis.

The Division of Information, Department of the Interior, Washington, D. C., will send a list of these films upon request.

MARGARET F. RYAN

Secondary Schools for Negroes

(Concluded from page 309)

realized that, on the basis of the 1930 census, about 66 percent of the youth of the country, 14 to 17 years of age, and about 60 percent of the white youth of those ages in the South are enrolled in public high schools, but that only 24 percent of the Negro youth of these ages in the South are enrolled in public high schools. However, with the increase in accessible schools and the reduction of student mortality in the elementary schools, which at present seem assured, Negro high-school enrollment is likely to increase at a more rapid rate during the next quarter of a century than during the last one. Whether this increase will be sufficient materially to reduce the inequalities now experienced by Negroes, as represented by lack of accessible high schools and the small proportion of the youth who are enrolled, is an important problem, the solution of which will greatly influence the effectiveness with which they will in the future be prepared to meet the obligations of citizenship.

The 650,000 Negro youth, 14 to 17 years of age, in the Southern States who are not attending public high schools (the number attending private high schools is probably less than 5,000) present many problems of far reaching importance. Some of these youths are no doubt still in the elementary grades. But when it is realized that more than three-fourths of the Negro youth are not receiving systematic preparation for the duties of citizenship; training for vocational efficiency; nor development in the art of personal and social adjustment the significance of the situation becomes evident. Because a majority of these young people are not employed nor engaged in constructive endeavor, they are likely to become easy prey in destructive endeavor. It is not enough that these young people be saved from the evil influences of antisocial agencies; they should be provided with wholesome and constructive influences if they are to become assets to their communities.

The best known solution to the problem is to provide schools. On the basis of enrollment in the average public high school for the country as a whole, it would require approximately 2,700 additional high schools for the Negro youth who are now out of school. The expense of providing additional high schools may be considered great, but it is insignificant when compared with the expense of the ignorance, inefficiency, and unsocial conduct which results when educational provision is not made. At the same time it should be realized that to educate these more than a half million youth would add inestimable wealth both materially and culturally to the Nation.

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